PARKS CANADA GUIDE to MANAGEMENT PLANNING

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PARKS CANADA GUIDE TO MANAGEMENT PLANNING

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FOREWORD

Management plans for our national parks, national historic sites and national marine conservation areas are required by legislation and are tabled in Parliament. They set out a long term vision and shorter term objectives and actions that guide management. Specifically, the plans determine how ecological integrity will be maintained or restored in national parks; commemorative integrity ensured in national historic sites; and ecologically sustainable use ensured in national marine conservation areas. And management plans are our primary public accountability document, developed with public consultation. For all these reasons, management plans must be of the highest quality. That is why I am pleased to endorse this revised version of the Parks Canada Guide to Management Planning.

Tom Lee
Chief Executive Officer
Parks Canada

Notice to Users of This Guide

This guide is being placed on the Parks Canada website at the following address: http://www.parkscanada.gc.ca/library/index_e.htm#manuals .

Please note that the website menu will be modified and you will also be able to consult the documents under the section entitled: Planning.

The electronic version of the guide will be updated as required. Users should check the web to ensure they are working with the most recent version.

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1. PURPOSE AND STRUCTURE OF THE GUIDE

This Parks Canada Guide to Management Planning is intended to provide direction for staff, as well as those involved with the Agency in cooperative management, in the preparation of management plans for protected heritage areas, specifically national parks, national historic sites, and national marine conservation areas. Its purpose is to clarify accountabilities and to set out nationally consistent standards. As a result, Parks Canada management plans will be recognizable by their content, appearance, and the consistently high quality of direction provided. In addition, the guide sets out requirements related to the review, approval and tabling of management plans in Parliament.

The guide updates and replaces the *Parks Canada Guide to Management Planning* - 1994.

While the guide provides broad direction and sets out expectations, there will continue to be some flexibility so that plans can be tailored to reflect the realities of our diverse systems of national parks, national historic sites and national marine conservation areas and to meet the needs of those with whom we work in cooperative management arrangements.

With respect to national historic sites, the requirements set out in this guide apply to those sites administered by Parks Canada, and not to the cost-shared sites or others in the family of national historic sites. Many of the directions set out, however, may also be applicable to these other sites.

Chapters 1 to 5 of this guide apply equally to all three program areas: national historic sites, national parks and national marine conservation areas. Chapters 6, 7 and 8 provide guidance specific to, respectively, national historic sites, national parks and national marine conservation areas. Chapters 9 to 12 again apply equally. In addition, a separate document on case studies related to public consultation and planning in cooperative management situations has been produced to complement this guide (entitled *Supplement to the Parks Canada Guide for Management Planning; Tools and Techniques for Public and External Agency Involvement in Management Planning; Case Examples of Public Involvement Programs and Examples of Management Planning in a Cooperative Management Situation*).

2. PURPOSE OF A MANAGEMENT PLAN

A management plan is a strategic guide to future management of a national park, national historic site or national marine conservation area. It is required by legislation (see Annex 1), guided by public consultation, approved by the Minister responsible for Parks Canada, and tabled in Parliament. It is the primary public accountability document for a national park, national historic site or national marine conservation area.

Management plans must be consistent with national legislative and policy requirements, and be tailored to address regional requirements and circumstances. For national parks, the primary goal of a management plan is to ensure that there is a clearly defined direction for the maintenance or restoration of ecological integrity and, respecting this primary goal, for guiding appropriate public use. The goal of management planning for national historic sites[1] is to ensure commemorative integrity and, respecting this primary goal, to guide appropriate public use of the site, as well as to ensure the application of cultural resource management principles and practice. For national marine conservation areas, the goal is to set the direction to ensure ecologically sustainable use, along with appropriate public use, while also setting aside some zones that will fully protect special features and ecosystems. In each case, heritage presentation programs are described as a fundamental means of achieving both protection and use objectives.

As a strategic and long term guide, the management plan will establish a vision looking 15 or more years into the future. While this long term vision needs to be developed in consideration of current issues and constraints, including financial considerations, it will not be dictated by them.

The management plan is not an end in itself, rather it sets out a framework within which subsequent management, planning and implementation will take place. Implementation of the management plan is directed by the Field Unit business plans.

The overall status of management plans for the systems of national parks, national historic sites and national marine conservation areas is reported to Parliament every two years through the State of the Protected Heritage Areas Report. Accomplishments related to management planning will also be reported in the Parks Canada Annual Report.

[1] Throughout this guide, the term national historic site includes historic canals.

3. ACCOUNTABILITY FOR MANAGEMENT PLANNING

3.1 FIELD UNIT SUPERINTENDENT/SUPERINTENDENT

Under the current organizational structure, all national parks, national historic sites and national marine conservation areas fall under the responsibility of a Field Unit Superintendent (FUS). Where there is a superintendent reporting to a FUS, then unless agreed otherwise and set out in the terms of reference for the planning program (section 5.3), the responsibility for planning will rest primarily with the superintendent. In this case, both the superintendent and the FUS would sign the recommendation page of planning documents, recognizing their shared responsibility. Where there is no superintendent, then all the responsibilities listed here will be the responsibility of the FUS.

The FUS/superintendent is accountable for:

- ensuring there is a current management plan as required by legislation;
- ensuring that a management plan is prepared;
- the conduct of the public participation program;
- ensuring other key planning documents are prepared prior to and/or as a basis for the management plan, including ecological and commemorative integrity statements, the scoping document, and occasionally interim management guidelines (IMGs);
- ensuring multi-disciplinary input to the management plan;
- ensuring that the plan direction reflects the scoping document guidance;
- ensuring that the actions proposed can be achieved in the time frame set out in the plan;
- ensuring that the actions proposed can be achieved within the budget of the Field Unit for plan implementation, or for initiating a strategy to acquire the funds;
- plan implementation;
- plan monitoring and reporting;
- ensuring direct linkage between the management plan and the business plan; and
- ensuring resource allocations reflect priorities identified in the management plan.

3.2 PLANNER

The planner provides a professional planning service in support of a planning program. The roles and responsibilities will vary considerably for different planning situations, but generally the planner manages the planning process on behalf of the FUS/Superintendent, and is accountable for:

- managing the planning program and leading the planning team;
- recommending necessary functional and outside expertise;
- aspects of public consultation (in co-operation with the FUS/Superintendent);

- writing the scoping document, materials needed for public consultations including newsletters and draft plan concepts, and the final management plan; and
- ensuring that all planning products meet the requirements of this guide and are of high quality, and that the management plan is suitable for tabling in Parliament.

Given the large planning workload, sometimes the FUS/Superintendent will contract for the planning services outlined above, and other times a combination of services may be provided, such as a Parks Canada planner being engaged by a FUS to manage the contract for a contracted-out service.

3.3 PLANNING TEAM

Multi-disciplinary teams are the basis for all Parks Canada planning programs. Multi-disciplinary input is required to account for the wide range of factors considered in developing the long range direction central to a management plan.

A team will be assembled with the mix of expertise identified as necessary for a particular planning program. Team members will be recruited by the FUS/Superintendent and planner. This mix of expertise will vary from plan to plan.

The staff member responsible for carrying out the environmental assessment of the management plan should also be part of, or provide support to, the planning team. In some cases co-operative planning approaches may require that others from outside government be part of the planning team.

Members of a planning team are responsible to the FUS/Superintendent both for providing specified input to the management planning program, and for working with other team members to develop the overall plan. Team members are accountable for:

- collecting and analyzing specified data (often in consultation with the public);
- proposing input, directions and specific actions in their area of expertise for inclusion in the plan (for example, an ecological integrity statement (EIS) a commemorative integrity statement (CIS), or an interpretation concept);
- collaborating on development of a long range direction or vision for the park or historic site;
- collaborating on development of concept options; and
- assisting the planner to prepare the final plan.

Given that ecological and commemorative integrity statements are the core or key element of management plans, it will often be preferable for the same team to work on these statements as part of the overall management plan – one team, one process. This will help ensure that the

thinking and ideas developed in the statements are fully embedded in the plan. If this is not possible or practical, then one or more key contributors to the CIS/EIS should be on the planning team. In the case of national parks, a conservation biologist (or an equivalent) should be part of the planning team – a scientist who has worked on the EIS.

3.4 SERVICE CENTRES

Service Centres generally provide the full spectrum of professional and technical services needed for the preparation of management plans. Situations vary across the country, and in western Canada many of the larger Field Units have their own planners and experts. Service Centres make available the following services:

- planning expertise - Service Centres engage professional planners to manage planning programs and provide other services described above under 3.2. Service Centres also provide knowledgeable client expertise on planning processes, products and requirements when needed by their clients;
- related professional expertise - Specialists in various fields will lead and advise on the preparation of related products including ecological or commemorative integrity statements and environmental impact assessments, as well as provide advice on marketing and heritage presentation issues; and
- technical expertise - Experts in technical areas will advise on planning options and planning document preparation including design, translation and publication.

The FUS/Superintendent and Service Centre managers will work together to set out the role of Service Centre staff in, along with specific accountability as part of, each planning process.

3.5 NATIONAL OFFICE

National Office is accountable for the following aspects of management planning programs:

- conducting a multifunctional review of and certifying/approving the various planning products including IMGs, scoping documents, ecological and commemorative integrity statements, and management plans;
- securing Ministerial approval and tabling management plans in Parliament; and
- keeping the Minister's Office regularly informed about the status of management planning initiatives across the systems; raising any issues (e.g issues described in relation to scoping documents (see 5.2), and advising when plans will be submitted for approval).

National Office Directors General for National Parks and National Historic Sites will certify that management plans submitted for review:

- meet the requirements of the Parks Canada Guide to Management Planning;
- meet the requirements of legislation, policy, regulations and directives;
- reflect Ministerial and/or CEO direction;
- respond to issues identified in the scoping document;
- respect park establishment agreements for national parks, and land claim agreements;
- incorporate direction related to maintaining or restoring ecological integrity (national parks) and ensuring commemorative integrity (national historic sites) or ecologically sustainable use (national marine conservation areas); and
- incorporate statements related to the role of the national park, national historic site or national marine conservation area in the national systems of parks, historic sites and marine conservation areas.

In reviewing management plans, National Office staff will focus on compliance with policy, legislation etc. and generally not on trying to assess whether or not the best solution to an issue is proposed. It is the responsibility of the FUS/Superintendent to assess the best means of addressing the issues and challenges of the individual park, historic site or marine conservation area. National Office staff will be particularly attentive to any actions that would create precedents for Parks Canada.

Protocols for National Office review of management planning products are:

- national park or national marine conservation area planning products forwarded to National Office for review should be sent directly to the Director, Policy and Legislation, National Parks Directorate (this includes interim ecological integrity statements, interim management guidelines, scoping documents or management plans);
- planning products related to national historic sites should be forwarded to the Director, System Development Branch, National Historic Sites Directorate;
- these directors will coordinate the National Office review process as appropriate, including securing the signatures of the Directors General and Chief Executive Officer on various planning products once any comments have been discussed, and incorporated where appropriate (figure 1); the Director General, Strategy and Plans, will become involved where there are significant budget considerations or issues relevant to his area of responsibility; and
- it will be the role of staff within the Directorates to coordinate review of the incoming products as appropriate and to establish a set of clear review comments for the approval of the Directors. The comments should be transmitted from the Director to the Superintendent. The turnaround time should be confirmed with the FUS on the date the document is received in National Office for review (usually within 20 working days unless otherwise negotiated at the time of receipt). In some cases, where supplementary information is called for, possibly involving meetings with the Superintendent or planner, adjustments to this timeframe may be required.

The intention is for all elements of the organization to work closely together on management plans, as an extended team -- the field, Service Centres and National Office. In keeping with this approach, it is beneficial to involve all parties as early in the process as possible, both to save time and hopefully to develop a better product.

FIGURE 1. SUMMARY OF SIGNATURES REQUIRED ON PLANNING DOCUMENTS

Documents	Formal Recommendation Page	Approval Page
Commemorative integrity statement (CIS)	FUS/Superintendent	DG National Historic Sites
Ecological integrity statement (EIS)	FUS/Superintendent	Executive Director, Ecological Integrity if interim EIS prepared in advance of a management plan
Interim management guidelines for national parks (IMGs) (optional)	Management /Advisory Board FUS/Superintendent DG, Eastern Canada or Western and Northern Canada	DG National Parks
Scoping document	Management/Advisory Board FUS/Superintendent DG Eastern Canada or Western and Northern Canada DG National Parks and/or DG National Historic Sites	CEO
Management plan	Management/ Advisory Board FUS/Superintendent DG Eastern Canada or Western and Northern Canada DG National Historic Sites and/or National Parks CEO	Minister

4. THE MANAGEMENT PLANNING PROCESS

The planning process will vary depending upon a wide range of circumstances related to individual national parks, national historic sites and national marine conservation areas. This guide does not set out what the specific planning program for any park or historic site should be - that is to be determined by professional planners, Field Unit Superintendents and the management team, and approved in the scoping document. Rather, the guide sets out requirements and expectations related to the planning products, as well as the steps in approving them. Put another way, the guide provides direction on the ingredients to be included in the plan, rather than a detailed process for getting there.

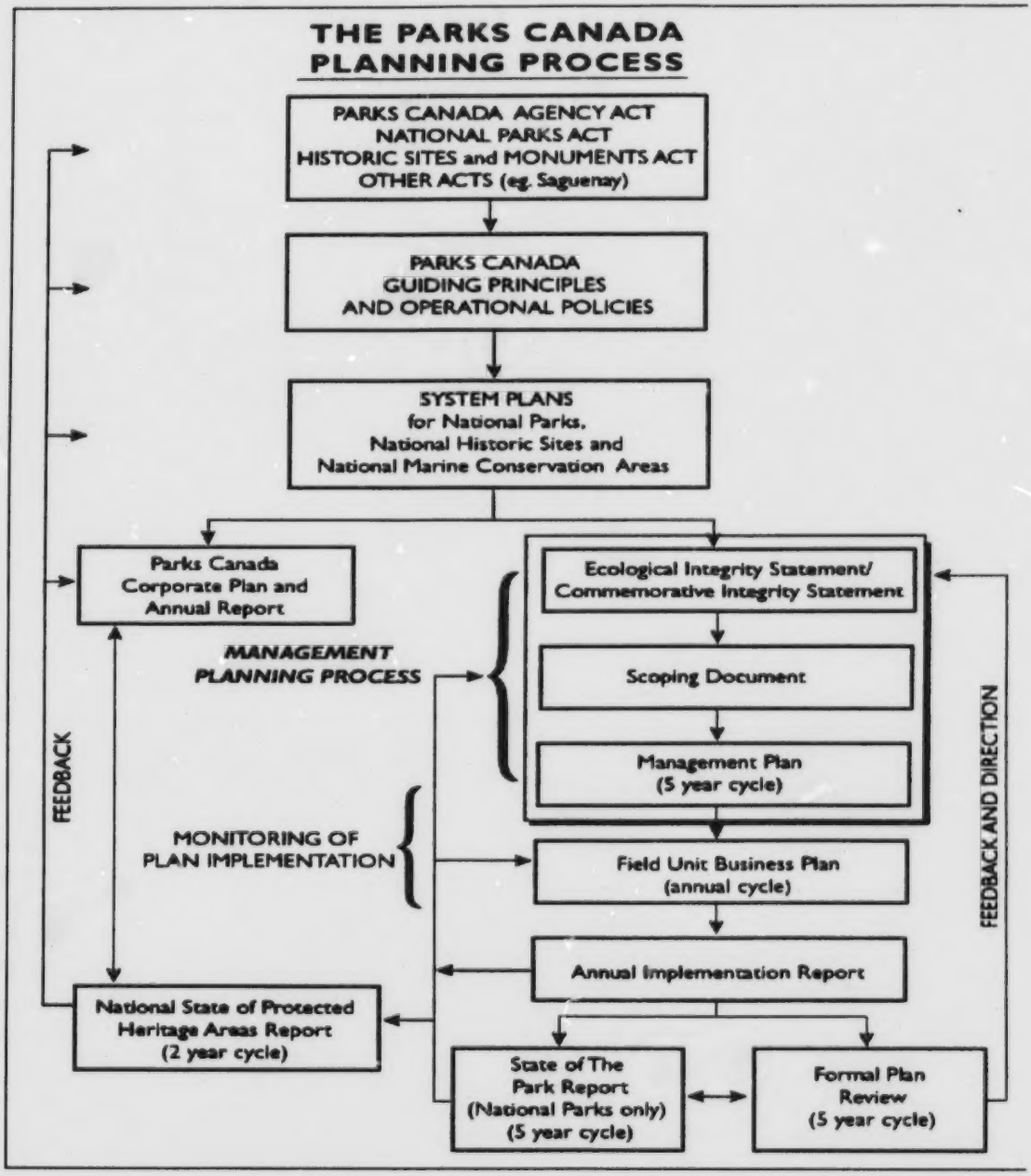
There are, however, several common requirements related to planning for national parks, national historic sites and national marine conservation areas, and these are covered in this chapter of the guide. Following chapters then outline specific requirements related to management planning respecting national historic sites, national parks and national marine conservation areas.

4.1 LINKAGES BETWEEN KEY DOCUMENTS

Figure 2 illustrates the relationships between key documents that influence, or flow from, Parks Canada management plans. The management plan is the key public accountability document for a national park, national historic site, or marine conservation area. The Field Unit business plan sets out the implementation strategy for the management plan, and allocates resources according to the management plan priorities. An annual reporting process will assess progress towards implementing the plan. Further, each national park will prepare a specific State of the Park Report every five years, with the emphasis on ecological integrity (see section 4.3 for elaboration of these two reporting steps). The national State of the Protected Heritage Areas Report provides a general overview picture of the status and the results of management planning on a system wide basis every two years (the State of the Protected Heritage Areas Report was previously titled the State of Parks (SOP) Report).

There are many important elements prepared as a basis for a CIS or EIS and that ideally are continuously updated and improved as information becomes available, for example natural and cultural resource inventories, resource descriptions and analyses, and so on. These important activities are not described on Figure 2, although they are integral to the planning process.

FIGURE 2. PARKS CANADA PLANNING PROCESS


THE PARKS CANADA PLANNING PROCESS
PARKS CANADA AGENCY ACT
NATIONAL PARKS ACT
HISTORIC SITES and MONUMENTS ACT
OTHER ACTS (eg. Saguenay)
PARKS CANADA GUIDING PRINCIPLES AND OPERATIONAL POLICIES
SYSTEM PLANS for National Parks, National Historic Sites and National Marine Conservation Areas
Parks Canada Corporate Plan and Annual Report
MANAGEMENT PLANNING PROCESS
Ecological Integrity Statement/ Commemorative Integrity Statement
Scoping Document
Management Plan (5 year cycle)
MONITORING OF PLAN IMPLEMENTATION
Field Unit Business Plan (annual cycle)
Annual Implementation Report
National State of Protected Heritage Areas Report (2 year cycle)
State of The Park Report (National Parks only) (5 year cycle)
Formal Plan Review (5 year cycle)
FEEDBACK
FEEDBACK AND DIRECTION

Principles with respect to the various documents are:

- each planning document has a clear purpose;
- all planning documents must mesh and the linkages must be clear, even though some have different reporting cycles; and
- document format should be similar where feasible (for ease of integration).

The linkage between management plans and business plans is crucial, as the business plan is the key implementation document for the direction set out in a management plan. Management plans set out a clear vision, realistic, achievable, and verifiable objectives, and specific actions to achieve the objectives. These actions should be referenced in the Field Unit business plan. A summary list of planned actions will be included in the management plan as an aid to clarify the linkage between the management and business plans, and to help track results. Such a list would be the basis for monitoring and reporting on plan implementation.

No actions or investments called for in a business plan should be contrary with direction set in a management plan, and the FUS is accountable for ensuring that the investments reflect the priorities and sequencing of actions in the management plan.

4.2 LENGTH OF THE PLANNING PROCESS

There are no fixed requirements in regard to how long it will take to prepare a management plan, or to carry out the five-year review of a plan, because every situation will be different depending upon local circumstances, the complexity of issues to be addressed, and the human and financial resources that can be applied to the program. The time frame required for each process is determined at the scoping stage, and then adjusted if necessary. It is expected that FUS/Superintendents, in cooperation with Service Centre and National Office staff, will move the process along as quickly and efficiently as possible.

In the case of national parks and national historic sites that are cooperatively managed, requirements to work closely with another body(ies) will generally affect the duration of the planning process.

The legal requirement to have a management plan within five years from the time an area is established, and to review the plan every five years (with the exception of Saguenay-St. Lawrence Marine Park, which is 7 years), will be a significant factor in determining the time available to complete a plan.

The proposed timing for a planning process, to be set out in the scoping document, starts at approval of the scoping document and ends upon CEO approval of the draft plan. The subsequent

steps of approval by the Minister and tabling in Parliament will take additional time, and are beyond the control of the planner and superintendent.

4.3 ANNUAL MANAGEMENT PLAN MONITORING AND REPORTING

FUS/Superintendents are accountable for monitoring plan implementation, reporting on progress, and adjusting priorities and planned actions as necessary through the annual business plan. It follows then, that progress should be assessed by the FUS/Superintendent annually, tied to the business plan cycle.

This annual assessment of progress should not be solely internal to Parks Canada staff. Superintendents should regularly involve cooperative managers and key stakeholders in assessing progress on implementing management plans. Involving the public in management planning once every five years when plans are formally reviewed is insufficient.

For national parks:

- the Minister of Canadian Heritage's Action Plan in Response to the Report of the Panel on the Ecological Integrity of Canada's National Parks (Parks Canada, 2000) directs that there will be an annual implementation report on the management plan for each national park;
- a very basic reporting mechanism is required, both for input to the business plan and the business plan annual report, and for reporting to the public on progress in implementing the management plan; in fact, these requirements could be combined into one product;
- the minimum reporting mechanism is a multi-page chart listing all the main actions in the management plan with comments on progress to date, or how and when staff expect to advance actions not yet initiated;
- the extent and formality of annual public review of national park plans is at the discretion of the FUS/Superintendent (possibilities range from a public "Forum", such as the two day Forum hosted by Banff staff each year, to a focused meeting with key groups, to simply adding an agenda item to other meetings that may be planned or providing an update in a newsletter. The level of public interest and the types of land use and management issues will influence the type of process to be used. The latter two "minimum" approaches may be all that is possible for some Field Units with a very limited capacity to take on additional responsibilities);
- the documentation approach for annual public reporting is at the discretion of the FUS/Superintendent, and will depend upon the overall approach adopted (for example, the chart described above could be used at meetings, or a short one or two page summary prepared to facilitate discussion); and
- there is no requirement for review or certification of an annual implementation report by National Office.

For national historic sites:

- a very basic annual reporting mechanism is required, both for input to the business plan and the business plan annual report, and for reporting to the public on progress in implementing the management plan; in fact, these requirements could be combined into one product;
- a chart, summarizing progress to date on the key actions, and how/when staff expect to advance actions not yet initiated (the list of key actions to report on will already be included as a table in the management plan) should be prepared on an annual basis;
- the extent of and approach to public communication of this annual report is at the discretion of the FUS/Superintendent (possibilities range from a meeting with key stakeholders, to simply adding an agenda item to existing meetings, or including in public newsletters). The level of public interest and types of actions will influence the approach selected; and
- a copy of the annual report should be provided to the DG Eastern/Western and Northern, DG NHSD and DG Strategy and Plans for information. There is no requirement for review or certification of this annual report by National Office.

While it is not intended for the regular consultations on the management plans to result in formal plan amendments (as amendments require approval by the Minister and tabling in Parliament), it is anticipated that priorities related to implementing the various plan directions and actions might require adjustment. Any adjustments would be reflected in, and implemented, through the annual business plan. In this way, management plan implementation strategies will be fine-tuned as experience is gained. There may be rare occasions when the annual evaluation process will identify a significant problem, and point to the need for a plan amendment prior to the formal five-year review. The case for amending the plan would then be made to the Minister (see 4.4 below for more on plan amendments).

Requirements related to the five year State of the Park Report required for national parks are described in Chapter 7 on management planning for national parks.

This process of monitoring plan implementation, evaluating results, and adjusting as we learn from the outcomes, reflects the concept of adaptive management. It is important to ensure plans are written in such a way as to provide flexibility to make adjustments based on learning.

4.4 THE FIVE-YEAR MANAGEMENT PLAN REVIEW

It is a legal requirement that management plans be reviewed every five years, and any resulting plan amendments be tabled in Parliament. The only exception is for Saguenay -St.-Lawrence Marine Park. The special legislation establishing Saguenay-St.-Lawrence Marine Park calls for a seven-year review instead.

The five-year plan review begins with consideration by Parks Canada staff (along with others in the case of cooperatively managed parks, national historic sites and marine conservation areas) of progress in implementing the current plan. In the case of national parks, this work will in large measure be accomplished through preparation of the State of the Park Report, described in 7.4. Parks Canada staff will determine either that the plan continues to be adequate and no further action is needed except to inform key stakeholders that this is the case, or more typically that steps will be taken to launch a process to revise and update the plan with public consultation. In today's rapidly changing physical and social environment, it is anticipated that plans will normally require some amendment after five years.

While the whole management plan is subject to review, the key topics to be considered at the outset of a plan review are:

- issues and opportunities related to ecological or commemorative integrity;
- issues and opportunities related to human use management;
- success of interpretation and outreach efforts; and
- aboriginal issues.

An additional factor to be considered for national parks is:

- requirement to adjust zoning (in some cases as a result of the intention to declare wilderness).

Generally, a plan should be revised with public consultation if:

- it does not fully reflect the fundamental importance of ecological and/or commemorative integrity;
- significant new legislation has come into effect that directly affects the area (e.g. Parks Canada legislation, land claims legislation);
- circumstances such as changes in policy, or the external environment, have called into question some of the major plan objectives;
- significant new threats or stressors for the heritage resources or ecosystems are identified;
- significant changes in visitation, type and character of visitor activities, means of access, or requirement for services and facilities and visitor use are identified;
- new strategic directions that would better address key issues become apparent; or
- wilderness area designation is being proposed or revised.

In cases where the plan revisions are warranted, and the plan review process is to be expanded to include public consultation, the nature of the planning process to be undertaken will be set out in a scoping document approved by the CEO (see section 5.0).

If it is determined by the FUS/Superintendent that the current plan remains valid and there is no requirement to launch a public plan review process, then the Director General, Eastern Canada or Western and Northern Canada, and for National Parks and/or National Historic Sites, should be informed in writing. There is no requirement to re-table unchanged plans in Parliament.

There are no set requirements for a formal report describing the results of the in-house five-year plan review – the process followed to arrive at the decision on whether the current plan remains sufficient, or whether to involve the public in a thorough plan review – but it is good practice to prepare a short summary for the record.

In order to respect the legislated requirement to review plans each five years, the review process should generally be initiated about four years after the Minister approves the management plan, or earlier. This would provide a window of one year or more to complete the plan review and to provide an amended plan to the Minister for tabling, in those cases where amendments are needed.

On this latter point, there are no formal criteria for determining what constitutes a significant enough change to be deemed an "official amendment" to a management plan, requiring the plan to be approved by the Minister and re-tabled in Parliament. This is a judgement call, to be considered by the superintendent, in consultation with the Directors General, Eastern Canada or Western and Northern Canada, and from National Office if there is uncertainty. Clearly, as noted in the *Parks Canada Guiding Principles and Operational Policies*, any changes to zoning would constitute a major amendment to the plan (policy 2.2.2).

An amendment may be the replacement of one page in a plan with another, or one section with an updated section. In these cases the whole plan is not 're-approved'; rather the Minister signs the amendment and the amendment on its own is tabled. This is more likely to be the process used when updating a plan prior to the end of the five year cycle, rather than as a result of the five year review when more extensive changes are anticipated.

5. SCOPING DOCUMENT

5.1 PURPOSE

The scoping document is required for all management plan and management plan review programs. The purpose of the scoping document is to set out the scope or parameters of the planning program to be undertaken and to get approval of the Chief Executive Officer for the program. The intended audience is Parks Canada management, as well as others who along with Parks Canada may be responsible for preparing a plan, including bodies that may be cited in land claims or park establishment agreements, or in some cases third party managers of national historic sites.

The scoping document will be founded on the results of the management plan review (see 4.4), and specifically on the State of the Park Report for each national park which will consider the state of the park's ecosystem and provide a clear indication of ecological issues to address (see 7.4) and the State of the Protected Heritage Areas Report which provides information on the state of commemorative integrity for national historic sites.

In the case of management plan reviews, there may be occasions where only a very limited plan review process is intended – for example to consider one particular adjustment to a plan. In these cases it would not be necessary to go through the formal scoping requirements and process.

The scoping document is not intended to be a public, but rather an internal document. Once the scoping document is approved, the nature of the planning process to be undertaken will generally be announced to the public in a press release and/or a newsletter. In some cases the Minister or a local Member of Parliament may choose to announce initiation of the planning program. This requirement would be determined at the time the scoping document is approved by the Chief Executive Officer. As a courtesy, local politicians should always be informed about the initiation of a planning program.

In signing the recommendation page for the scoping document, the Superintendent is confirming that the major issues for the planning exercise that are known at the outset of the program have been identified to senior management and that the planning process will be undertaken within the parameters identified.

5.2 REVIEW AND APPROVAL

The Directors General, Eastern Canada and Western and Northern Canada have a key role to play in the scoping process. They are responsible for advising the Chief Executive Officer when there are significant issues that warrant the Minister's attention, and for coordinating preparation of briefing materials to be used in seeking the Minister's views. Further, they are responsible for

securing the support or "signature" of the Directors General for National Historic Sites and/or National Parks for the proposed planning process, as well as for bringing to the attention of the Parks Canada Finance Committee those cases where new investments, beyond what the Field Unit can be expected to absorb in its Business plan, are anticipated. In these cases the scoping document should indicate that a business case will be prepared.

In recommending the document to the Chief Executive Officer for approval, the Director General Eastern Canada or Western and Northern Canada and the Director General for National Historic Sites and/or National Parks, are certifying that the document reflects their appreciation of the issues facing this park or site and meets the requirements of legislation, policy and this guide.

The general expectations related to national office review of the scoping document are set out in section 3.5 of this guide. In reviewing the document, National Office staff will check for:

- compliance with legislated time frames;
- intention to address threats cited in the State of the Protected Heritage Areas Report;
- political or national considerations and/or precedents; and
- status and reference to EIS and CIS.

National Office staff should be involved in the development of scoping documents such that the final review process will be routine and not lead to surprises.

The scoping document is approved by the Chief Executive Officer of Parks Canada. If there are significant issues highlighted in the scoping document, then the Chief Executive Officer may decide to discuss the issues with the Minister prior to approving the document. Such issues would typically be ones that will challenge policy, that may lead to major financial commitments, or that clearly are of ministerial interest or likely to arouse considerable media interest. The Chief Executive Officer may wish to have the Minister's support for possible outcomes of the planning process before launching public consultations, so that the Minister is not placed in an untenable position.

Where it is likely that the Chief Executive Officer will want to discuss the planning process with the Minister, a briefing note should be submitted by the Directors General Eastern or Western, along with the scoping document.

The scoping document must be approved before the public consultation component of the planning process is initiated.

5.3 CONTENTS OF THE SCOPING DOCUMENT

The scoping document should be only a few pages long and will address:

The planning context

Is there a management board and what is its role (the cooperative managers would be involved in "scoping" the process and recommending the scoping document to the Chief Executive Officer); is the plan for one Parks Canada area, or a grouping of areas; if not a first plan, what is the status of implementing the current plan (include any important conclusions that may be drawn from an evaluation of the existing plan); highlight any "givens" set out in park establishment or land claim agreements and historic site acquisition agreements.

Specific issues related to commemorative and/or ecological integrity

Refer to the EIS or CIS, and describe issues related to EI/CI that will need to be addressed; for national parks, the State of the Park Report will identify and highlight these issues.

Issues that might be controversial

Anticipate and identify issues that might be controversial with the public and stakeholders or challenge national policy (if ministerial direction regarding these issues is required prior to launching the planning process, it is sought through the separate briefing note as noted above).

Stressors

Cite impacts on park or site conditions as reported in the State of the Protected Heritage Areas Report, and confirm that the "stressors" will be addressed in the plan.

Public participation program

Describe in general terms the proposed program.

Length of time

Anticipate the length of time it will take to complete the planning process.

Mandate-related or financial issues

The document will confirm that there are no issues which would require additional resources or, if there are, that they are identified. Significant financial or mandate issues must be identified and specific direction sought about the potential availability of resources to resolve them (for fiscal issues) - the direction would be sought through a complementary briefing note to the CEO.

While not a requirement, terms of reference for the planning process will often be prepared separately from, and serve as a basis for the scoping document, and be approved by the

FUS/Superintendent. The terms of reference will set out in greater detail the make up and specific roles of members of the planning team, the nature of issues to be addressed, and the details of the proposed process, time-lines, and budget. The terms of reference is an internal document, intended to clarify the relationship of those involved on the planning team, the support required by Service Centres and National Office, and the expectations with respect to time and budget.

6. NATIONAL HISTORIC SITES MANAGEMENT PLANS

6.1 INTRODUCTION

Under the *Parks Canada Agency Act* (1998), Parks Canada has the mandated responsibility for ensuring the commemorative integrity of national historic sites. The legislation also states that within five years from the passing of the legislation, or from the date from which Parks Canada becomes responsible for a designated national historic site, Parks Canada will provide the Minister with a management plan for that national historic site, and that plan shall be tabled in Parliament. The legislation further states that the Minister shall review the management plan of a national historic site every five years and shall cause amendments to the plan to be tabled in each House of Parliament.

The goal of management planning for national historic sites is to ensure the commemorative integrity of national historic sites including the application of cultural resource management principles and practice. Respecting this primary goal, management plans also guide the provision of appropriate opportunities for appreciation and enjoyment of the national historic site. Protection and presentation are fundamental to commemoration since without protection there can be no national historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians.

The concept of commemorative integrity is used to describe the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for the site's national historic significance are effectively communicated to the public, and when the site's heritage values, including those not related to national significance, are respected by all whose decisions or actions affect the site.

Effective planning sets out the ways and means by which cultural and natural resources will be cared for and presented. Planning activities flow from policy objectives and adhere to policy principles. Through these activities Parks Canada ensures that the elements of good cultural resource management practice are in place in all systems and processes. Cultural resource management explicitly provides for the management of natural resources located in national historic sites.

The long-range direction for the management of cultural and natural resources and appropriate activities at a site is established through the process of management planning. Management planning for national historic sites will be based on the commemorative intent embodied in the designation of the site. The critical components for a national historic site management plan are outlined in this chapter. Adherence to these requirements will assist Parks Canada in meeting its legislative requirement for producing current management plans for all national historic sites under

its administration, and the review of management plans every five years.

6.2 WHICH NATIONAL HISTORIC SITES NEED A MANAGEMENT PLAN

The direction provided in this chapter applies equally to all of the national historic sites administered by Parks Canada, including the historic canals, historic sites which are operated by third parties and national historic sites located within national parks. It is the decision of the Field Unit Superintendent whether to prepare one management plan for several national historic sites (which may be thematically or geographically linked), or to prepare one management plan for a national park as well as the national historic sites within that national park. In each of these cases, the management plan document must clearly indicate on the front cover the names of all of the protected heritage areas the plan is intended to address.

The planning direction outlined in this guideline document is not intended to apply to other national historic sites in the 'family of national historic sites' (including those participating in the National Historic Sites of Canada Cost-Sharing Program). National historic sites not administered by Parks Canada may choose to follow a similar planning approach. However, the requirements, accountabilities and approvals outlined in this guideline apply only to the sites for which Parks Canada has direct accountability for ensuring commemorative integrity.

6.3 FUNDAMENTAL IMPORTANCE OF THE COMMEMORATIVE INTEGRITY STATEMENT TO THE MANAGEMENT PLAN

Ensuring commemorative integrity is the core objective of a national historic site management plan. The commemorative integrity statement, as the site-specific analysis of what constitutes a state of commemorative integrity at a particular national historic site, is fundamental to any management plan.

Each national historic site must have an approved CIS prior to seeking approval of its management plan. For information on preparing a CIS, please see Annex 3 of this guide.

The CIS provides a foundation for understanding what is valuable at a national historic site and why. The CIS further provides guidance, through the objectives, on what conditions must be met in order to ensure that the resources are not impaired or under threat, the messages of national significance are communicated and the heritage values of the site are respected.

Commemorative integrity considerations should be reflected throughout the management plan rather than only in a discrete chapter entitled 'Commemorative Integrity Statement'. The information and structure of the CIS provide an important framework for the management plan. For example, the content of the current situation analysis section, with respect to key resources and messages for the site, will be developed in light of the CIS and its objectives. And the findings of

that current situation analysis will then inform the management objectives and actions.

Some management objectives and actions in the plan may affect both commemorative integrity and other operations at the site. In these cases, it may make sense to deal with all the outcomes of the action together, rather than repeating it several times in the plan. It is important, nonetheless, that the importance of actions relative to ensuring commemorative integrity is always clear.

6.4 CONTENTS OF A NATIONAL HISTORIC SITE MANAGEMENT PLAN

In the interests of providing guidance to 'streamline' or simplify the management planning process, the essential requirements to certify a NHS management plan are identified in the tables below (left column). Guidance to meet these requirements are provided in the right column. These certification requirements are the minimum requirements that must be addressed, however, there is considerable scope in the level of detail or extent of consultation needed to address each of these certification requirements, depending on the nature of the site and the complexity of planning issues to be addressed. As well, some additional 'streamlining' suggestions are provided in the right column to assist in preparing NHS management plans.

SUMMARY: CONTENTS OF A NATIONAL HISTORIC SITE MANAGEMENT PLAN

1. FOREWORD
2. RECOMMENDATION STATEMENT
3. INTRODUCTION
4. IMPORTANCE OF THE NATIONAL HISTORIC SITE TO THE NATIONAL HISTORIC SITE SYSTEM
5. COMMEMORATIVE INTEGRITY
6. CURRENT SITUATION ANALYSIS
7. VISION
8. MANAGEMENT OBJECTIVES AND ACTIONS
9. ONGOING PARTNERSHIPS AND PUBLIC INVOLVEMENT
10. IMPLEMENTATION
11. SUMMARY OF THE ENVIRONMENTAL ASSESSMENT
12. APPENDICES

The following table summarizes the required elements to be addressed in a management plan for a national historic site.

FOREWORD & PARKS CANADA RECOMMENDATION	
Certification Requirements	**Guidance to meet this requirement**
▸ Minister's foreword ▸ Parks Canada plan approval recommendation page	▸ text of foreword should refer to the Minister's approval/endorsement of the plan ▸ the date of approval by the Minister (month and year) will be cited on the inside title page ▸ recommendation page must include the required signatures of CEO - Parks Canada, Director General National Historic Sites, Director General Eastern Canada/Western and Northern Canada, Field Unit Superintendent, NHS Superintendent (where appropriate), endorsement of cooperative management parties (where appropriate)
INTRODUCTION	
Certification Requirements	**Guidance to meet this requirement**
▸ purpose of the management plan ▸ legislative and policy basis for the plan ▸ Parks Canada's stewardship responsibilities ▸ any formal third party involvement	▸ introduction should be brief (i.e. 1-2 pages) and facilitate the reader's understanding of the purpose of the management plan ▸ provide appropriate legislative and policy context/references that impact upon this plan should introduce Parks Canada and how this plan helps guide site management ▸ role of other stewards at site (i.e. third parties) ▸ introduce the site - geographic location (usually a site map, regional map may be helpful) ▸ mention date designated as a NHS and why (commemorative intent) ▸ refer to how the plan was developed - knowledge-based decisions, multi-disciplinary team, public involvement,

	planning context ▸ plan should acknowledge any previously approved management plan for this site ***Suggestions for streamlining:*** ▸ use of standard messaging for legislative and policy context for national historic sites management planning (available on Intranet) ▸ use of existing site maps prepared for State of the Protected Heritage Areas Report (SPHA) or CIS
IMPORTANCE OF THE NATIONAL HISTORIC SITE TO THE NATIONAL HISTORIC SITE SYSTEM	
Certification Requirements	**Guidance to meet this requirement**
▸ reference to the role of national historic sites in meeting broader public policy objectives ▸ description of the role of the site in NHS system	▸ usually less than 1 page ▸ reference to the important role that each NHS plays in meeting public policy objectives including identity, sense of country, awareness and as national landmarks/symbols of Canada, places that provide opportunities to address a common or shared past. Should speak to why parliamentarians or people outside the immediate vicinity should care about this place ▸ part of a larger system of NHS - provide basic messages about the NHS system (provided in Parks Canada National Theme Toolkit), family of NHS, linkages to other NHS (thematic /geographic) ▸ where appropriate, reference should be made to additional site designations (such as UNESCO, provincial or municipal designations); in such cases, the values for which the site has been designated should be indicated, and subsequent chapters of the plan will set out a strategy for addressing the maintenance and interpretation of these values.

	Suggestions for streamlining: ▸ make use of available messaging on broader public policy objectives and national historic sites (available on Intranet)
COMMEMORATIVE INTEGRITY	
Certification Requirements	**Guidance to meet this requirement**
▸ concept of commemorative integrity defined ▸ commemorative intent of the site identified ▸ designated place and administered property defined ▸ explanation of how CI is integrated into the plan	▸ this section of the management plan is based upon the approved CIS and should reference date the CIS was approved ▸ provide brief introduction to the concept of commemorative integrity as this is a term readers may not be familiar with ▸ as CI this is the core of the NHS management plan - need to explain to readers how CI is integrated throughout the planning process and in this plan ***Suggestions for streamlining:*** ▸ use of suggested standard text for introducing the concept of commemorative integrity (available on Intranet)
CURRENT SITUATION ANALYSIS	
Certification Requirements	**Guidance to meet this requirement**
▸ **resources directly related to the reasons for national historic significance** identified, and impairments, threats and opportunities related to them summarized ▸ **messages of national historic significance** - current state of interpretation and outreach programs summarized ▸ **additional heritage resources and messages** (as defined in CIS), including natural resources,	▸ summaries should identify current state of CI - synthesize issues related to CI such as impairments and threats, what the current state of heritage presentation is, where are improvements needed (these issues should be evaluated against the objectives in the CIS) ▸ identify if the administered property includes all of/part of the designated place - related challenges/opportunities ▸ should indicate our knowledge base concerning impairments and threats to cultural and natural resources, identification

and their current level of protection and presentation are identified ▸ **visitor use and operations** - current state of public support, agreements, visitor services and visitation should be summarized	of impairments and threats to CI ▸ for visitation information should address trends and projections and indicate knowledge base for information. At a minimum, the plan should identify current visitation at the site and season of operation. ▸ should identify status of implementation of previous management plan (if applicable) ***Suggestions for streamlining:*** ▸ use existing tools such as SPHA- but summarize in a narrative format - do not need to repeat all information on impairments/threats from SPHA ▸ level of detail can be kept to a minimum - need not repeat the entire CIS, or present detailed analysis of current state, but focus on key points
VISION	
Certification Requirements	**Guidance to meet this requirement**
▸ a vision statement that describes the broad long term direction for the national historic site (based on the desired state of CI) ▸ vision statements, while recommended, are optional for national historic site management plans	▸ description of the desired state at the end of a 15 year period in the form of results rather than actions to be taken ▸ should not be development oriented ▸ should be one page or less, and may be in point form ▸ should succinctly describe anticipated results of protection and presentation ▸ should succinctly describe the visitor opportunities (visitor experience) ▸ should address the relationships that will be achieved with Canadians at local, regional and national levels ▸ should be written in a manner that promotes longevity by avoiding technical, bureaucratic and trendy language

MANAGEMENT OBJECTIVES AND ACTIONS	
Certification Requirements	**Guidance to meet this requirement**
▸ **resources directly related to the reasons for national historic significance** - objectives and actions to ensure designated place and resources not impaired or under threat provided ▸ **messages of national historic significance** - messages of national historic significance identified, objectives and actions provided to effectively present the site ▸ **additional heritage resources and messages** (including but not limited to those identified in the CIS) - objectives and actions to respect the site's heritage values provided, including guidance on natural resource management ▸ **visitor use and operations** - strategic goals and guidance on visitor use, services and facilities, transportation, regional integration, cross-marketing of sites, and for canals consider utilities requirements (typically these topics constitute separate chapters in the management plan).	▸ **conservation** objectives and actions should reflect the objectives identified in the CIS and be based upon current analysis of the threats/impairments, including but not limited to, those identified in SPHA ▸ **heritage presentation** objectives and actions should include a clear statement of the *outcomes* that the heritage presentation program is being designed to achieve for the site, an identification and understanding of the key *audiences* that you need to reach and their needs/expectations based upon available data. It should identify the *messages* to be delivered drawn from the CIS and Parks Canada priorities. In terms of *methods* the plan should provide direction for the heritage presentation program in the form of a concept and an overview of the approach(es) that will be used. For example, that a ruins experience will be used with the messages being delivered through the use of ground signage and audio devices OR that a full animation is planned. The objective of the concept is to provide a well-thought-out foundation for heritage presentation in the management plan. Indicate that the effectiveness of the heritage presentation program will be measured. ▸ **other heritage values & other site elements:** ▸ it is recognized that in the process of planning additional heritage values may be added to those identified in the CIS ▸ refer to CRM policy 1.1.7 for guidance on expectations regarding natural resource management within national historic sites, including the maintenance or restoration of

	ecosystems or species; note that the proposed *Species at Risk Act* will place increasing responsibilities on Parks Canada to manage any species listed by COSEWIC ▸ plan should reflect an understanding of regional offer of services and facilities, regional relationships and partnerships, heritage tourism, access and circulation, economic considerations ▸ appropriate activities to be offered, phasing out of inappropriate activities, range of appropriate visitor experience opportunities, description of basic and essential facilities to be offered, level of service provided, limits on development or use, third party operation; ▸ where appropriate refer to need to develop strategies for public safety and law enforcement, emergency planning, tourism or marketing, managing use and demand, and social science research on market characteristics, trends, visitor patterns and satisfaction ▸ administration and operations - brief description of what changes in facilities and structures are being proposed - including offices, maintenance facilities, staff accommodation (where applicable), description of shared facilities and services (where applicable) ▸ **transportation and utilities (for historic canals management plan only)** - need to address the key role of the canal as a transportation corridor, any current issues with transportation, provide a broad strategy and objectives with respect to canal nodes and routes - addressing their future role or status, key actions to mitigate the negative impacts upon the historic values of the site/canal, major infrastructure changes anticipated, visitor management affecting

	use of canal, appropriateness and approach to the management of motorized watercraft
ONGOING PARTNERSHIPS AND PUBLIC INVOLVEMENT	
Certification Requirements	**Guidance to meet this requirement**
▸ public involvement opportunities and mechanisms identified ▸ plan review and amendment mechanisms identified ▸ reference to formalized involvement, consultation or partnership processes ▸ address the ongoing role of management boards or third party operations (where applicable) ▸ principles that will be followed to obtain the involvement of others in decision making processes identified	▸ the public has an expectation of ongoing involvement in aspects of site management and implementation of the plan. ▸ the plan should provide a broad outline of what the public can expect and the type of regular opportunities that will be provided ▸ key actions to pursue regional coordination and relationships should be addressed ▸ the plan need not establish the measurement parameters for monitoring and reporting but acknowledge that monitoring will take place. ***Suggestions for streamlining:*** ▸ where appropriate, limit the scope of public consultation on the management plan (i.e. one information session for key stakeholders and information provided to public via the website)
IMPLEMENTATION	
Certification Requirements	**Guidance to meet this requirement**
▸ summary of key actions ▸ public accountability, monitoring and reporting	▸ the key actions to be implemented within the 5 year period of this plan should be summarized in a table (usually 1 page). The table should indicate the priority and sequencing of these actions ▸ reference should be made to the commitment to public accountability for this plan, and public reporting mechanisms such as State of Protected Heritage Areas

	Suggestions for streamlining: ▸ the key actions summary table can be used as the basis for the annual report on the management plan, and for determining linkages to business plan implementation
SUMMARY OF THE ENVIRONMENTAL ASSESSMENT	
Certification requirements	**Guidance to meet this requirement**
▸ Environmental Assessment	▸ append a summary of the environmental assessment of the management plan in compliance with the requirements of the 1999 Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals ▸ see chapter 12 of this guide for details related to the environmental assessment of the management plan
APPENDICES	
Certification requirements - none	**Guidance to meet this requirement**
▸ List of Contributors (optional) ▸ Acknowledgment page (optional)	▸ List of individuals/groups who participated in the development of the plan

7. NATIONAL PARKS MANAGEMENT PLANS

7.1 INTRODUCTION

The goal for management planning for national parks is to ensure that there is a clearly defined direction for the maintenance or restoration of ecological integrity and, respecting this primary goal, for guiding the provision of appropriate opportunities for appreciation, understanding and enjoyment.

The Panel on the Ecological Integrity of Canada's National Parks (March 2000) made several recommendations related to "Planning for Ecological Integrity." The Minister of Canadian Heritage's Action Plan in Response to the Report of the Panel on the Ecological Integrity of Canada's National Parks (Parks Canada, 2000) sets the following specific planning requirements, all of which have been incorporated into this guide:

- *"We will revise the Parks Canada Guide for Management Planning:*

  -to clearly define ecological integrity as the core of national park management plans;
  -to require a five-year State of the Park Report for each park; and
  -to provide for an Annual Management Plan Implementation Report."

- *We will review the appropriateness of visitor activities during the park management planning process with public consultation;*
  -we will continue to encourage Canadians to visit, appreciate and enjoy their national parks - in ways that leave them unimpaired for future generations."
  -there is no intention of removing historic uses such as existing golf courses and ski hills; they will be carefully managed to mitigate and reduce their impacts."

- *We will ensure that maintenance of ecological integrity is the primary consideration in Parks Canada's assessment of any capital redevelopment of facilities, accommodations and infrastructure belonging to both Parks Canada and to private or commercial operators."*

The guide also responds to other Panel recommendations that were not specifically addressed in the Minister's Action Plan, including:

- composition of planning teams;
- contents of the national park management plan;
- increased emphasis on ongoing plan monitoring, evaluation and adjustment; and
- commitment to consider declaration of wilderness areas in every management planning process where appropriate.

7.2 FUNDAMENTAL IMPORTANCE OF THE ECOLOGICAL INTEGRITY STATEMENT IN THE MANAGEMENT PLAN

Ecological considerations (ecological goals, issues and values) are emphasized before and at the outset of a management planning process by preparing an ecological integrity statement (EIS); a management plan must incorporate an EIS.

The EIS will provide a common understanding of the state of ecological integrity in the park and what will be done to maintain or restore it. As stated in 7.1, ecological integrity considerations will be the foundation for the entire plan, and these considerations are set out in the EIS. Ecological integrity means, with respect to a park, a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes (definition of ecological integrity as found in the revised *Canada National Parks Act*).

Ecological integrity considerations will be reflected throughout the management plan, rather than only in a discrete chapter entitled "Ecological Integrity Statement". A general analysis of the state of the ecosystems, a description of the regional context and a vision for the park and strategic goals to maintain or restore ecological integrity will be at the front-end of the park management plan. As such, the ecological integrity vision and maintenance or restoration goals will be the fundamental basis for the plan, and guide the development of the objectives for other specific sections, such as for heritage presentation and visitor use.

Since the maintenance of ecological integrity is the fundamental basis for the plan, other sections of the plan should, when appropriate, present objectives and actions to support the overall ecological integrity protection and restoration objectives.

While the EIS could be prepared as a separate document to feed into the planning process, once the management plan has been approved, there is no requirement to maintain and update the EIS as a stand-alone document.

When an interim EIS has been prepared prior to or independent from a full management planning process, then the EIS will be updated and improved as part of the subsequent plan review process, and incorporated into the plan. In these cases considerations developed as part of the interim ecological integrity statement will be open to full public review as part of consultations on the management plan.

Every national park must have an approved EIS by March 31, 2001, either as part of an approved management plan (or a plan submitted to National Office for approval), or an interim EIS approved by the Executive Director, Ecological Integrity, in advance of the management planning process.

Critical contents of a national park management plan are described below:

SUMMARY: CONTENTS OF A NATIONAL PARK MANAGEMENT PLAN

1. FOREWORD
2. RECOMMENDATION STATEMENT
3. EXECUTIVE SUMMARY
4. TABLE OF CONTENTS
5. INTRODUCTION
6. ROLE OF THE NATIONAL PARK IN THE NATIONAL PARKS SYSTEM
7. PLANNING CONTEXT
8. VISION
9. MANAGING FOR ECOLOGICAL INTEGRITY
10. PROTECTION OF CULTURAL RESOURCES
11. HERITAGE PRESENTATION
12. VISITOR USE AND SERVICES
13. PARK COMMUNITIES
14. TRANSPORTATION AND UTILITIES
15. ADMINISTRATION AND OPERATIONS
16. PARTNERSHIP AND PUBLIC INVOLVEMENT
17. PARK ZONING AND WILDERNESS AREA DECLARATION
18. SUMMARY OF THE ENVIRONMENTAL ASSESSMENT
19. LIST OF CONTRIBUTORS
20. REFERENCES

7.3 CONTENTS OF A NATIONAL PARK MANAGEMENT PLAN

The following table summarizes the required elements to be addressed in a management plan for a national park. Where a planning program proposes to deviate from these required components, this should be discussed and approved at the scoping document stage. Some flexibility is understood, in order to be able to respond to the wide variety of circumstances across the system of national parks, and to the preferences of cooperative managers with whom we work. In particular there may be a need to respond to the requirements of those parks that are cooperatively managed on items such as additional sections or presentation style.

FOREWORD & PARKS CANADA RECOMMENDATIONS	
Certification Requirements	**Guidance to meet this requirement**
▸ Minister's foreword ▸ Parks Canada plan approval recommendation statement	▸ text of foreword should refer to the Minister's approval/endorsement of the plan ▸ the date of approval by the Minister (month and year) will be cited on the inside title page ▸ recommendation statement must include the required approval signatures of CEO - Parks Canada, Director General National Parks, Director General Eastern Canada or Western and Northern Canada, Field Unit Superintendent, national park Superintendent (where appropriate), endorsement of cooperative management parties (where appropriate)
EXECUTIVE SUMMARY	
Certification Requirements	**Guidance to meet this requirement**
▸ executive summary	▸ executive summary should be concise - one or two pages. ▸ where appropriate, specific reference should be made to the intention to declare a wilderness area(s)
TABLE OF CONTENTS	
Certification Requirements	**Guidance to meet this requirement**
▸ table of contents	▸ no explanation needed.
INTRODUCTION	
Certification Requirements	**Guidance to meet this requirement**
▸ purpose of the management plan ▸ legislative and policy basis for the plan ▸ context relevant to introducing the	▸ introduction should be brief (i.e. 1-2 pages) and facilitate the reader's understanding of the purpose of the management plan ▸ should introduce Parks Canada and how this

plan, including regional context, park establishment requirements, acknowledgment of previous park plans, and overview of current planning issues ▸ any cooperative planning and management arrangements	plan guides park management ▸ introduce the site - geographic location (usually a map) ▸ summary of the planning process including public consultation and advisory or management board role ▸ should reference the *Canada National Parks Act*, Parks Canada Guiding Principles and Operational Policies (Parks Canada, 1994a), and any park establishment agreements.

ROLE OF THE PARK IN THE NATIONAL PARK SYSTEM	
Certification Requirements	**Guidance to meet this requirement**
▸ description of the role of the park within the national system ▸ reference to the national park system plan and, where appropriate, park establishment and land claim agreements ▸ reference to role of the national park in meeting broader public policy objectives	▸ this section should provide answers to such questions as: ▸ why is the area important to Canada and the world? ▸ why was it established as a national park? ▸ what natural region is represented? ▸ highlight significant or special ecosystem values (e.g. polar bear denning in Wapusk) ▸ beyond representing a natural region or protecting key habitat or wilderness, national parks are key symbols of Canada, and should demonstrate leading examples of environmental management, etc.

PLANNING CONTEXT	
Certification Requirements	**Guidance to meet this requirement**
▸ description of the ecological role within the broader ecosystem ▸ description of past and present land use history in and around the park ▸ description of the scope and role of the park in providing educational and recreational opportunities in the region ▸ description of other important	▸ what are the key natural and cultural resource features and values of the park, including reference to wilderness, protection of habitat, watershed protection, etc.? Include a very brief statement of the current state of the park's ecological integrity and key stressors (to be described and addressed in the chapter on managing for ecological integrity, but summary mention is needed here, prior to outlining the park vision).

contributions of the park, including roles related to international designations such as a World Heritage Site or a Biosphere Reserve	▸ what have been the interactions between nature and culture that have changed the landscape and still exert influence on the park's ecosystems? ▸ include a discussion of the size of the park and the greater park ecosystem and their key ecological interrelationships, adjacent activities, degree of development and role of the park in the regional economy ▸ this summary of key park values (from here and the above chapter) will set out the essence of what audiences should know about the park, including its global significance ▸ in those cases where international designations apply, the values for which the park has been designated should be indicated; subsequent chapters of the plan will set out a strategy for addressing the maintenance and interpretation of these values.
VISION	
Certification Requirements	**Guidance to meet this requirement**
▸ presentation of the broad long term direction for the national park, based on the desired long-term state of ecological integrity ▸ indicate anticipated results of protection ▸ indicate appropriate opportunities related to use, benefit, learning and enjoyment ▸ explanation of the relationships that will be achieved with Canadians at local, regional and national levels	▸ describe the desired state at the end of a 15 year period in the form of results rather than actions to be taken ▸ vision must be based on the maintenance or restoration of ecological integrity, as directed in the revised *Canada National Parks Act* which indicates that a management plan "will contain a long-term ecological vision for the park..."; there should be only one vision for the park, and not one for the park and another for ecological integrity – ecological integrity is at the center of the vision for the national park ▸ the most important basis of information for the vision then, will be the interim EIS and/or directions developed for the chapter of the plan on "Managing for Ecological Integrity". ▸ may be in point form or paragraph style ▸ should be in one page or less

	▸ should be written in a manner that promotes longevity by avoiding technical, bureaucratic and trendy language ▸ strategic goals may be included as part of the vision statement (see Prince Edward Island National Park Management Plan, Parks Canada, 1998), or they may be set out separately (see Banff National Park Management Plan, Parks Canada, 1997) in the appropriate sections of the plan ▸ strategic goals should provide a framework to ensure the values of the park are maintained and the vision becomes a reality within 15 years. ▸ goals must be consistent with each other and allow assessment of progress toward implementing the plan
MANAGING FOR ECOLOGICAL INTEGRITY	
Certification Requirements	**Guidance to meet this requirement**
▸ the management plan will address the elements prescribed for an ecological integrity statement (see Annex 2), with the key requirements as follows: ▸ description of the current state of ecosystems; include reference to biodiversity, ecosystem functions and stressors affecting the natural resources ▸ presentation of specific objectives, actions and indicators of success for protecting natural resources and maintaining or restoring ecological integrity ▸ description of ecological monitoring programs to be implemented to track trends and changes to the health of the park	▸ maintenance of ecological integrity is the fundamental goal of the plan, and the key directions and requirements are set in this chapter ▸ the amount of information provided should be at a level adequate to understand park ecological integrity issues; reference can be made to other public documents such as the ecological integrity statement (where there is a stand-alone EIS), the State of the Park Report to be prepared every five years, and published or unpublished scientific or technical information ▸ objectives and indicators for ecological integrity should elaborate on the vision and flow directly from the ecological integrity statement ▸ in pursuing the ideal of adaptive management, it would be desirable where possible to go

ecosystem ▸ description of science and research needs and opportunities including actions to foster scientific activities in the park ▸ specific description of traditional use and subsistence harvesting activities in the park, and how these activities are and will be monitored and managed ▸ description of law enforcement and compliance objectives(s) and commitment to develop/update the law enforcement plan	beyond the determination of actions and indicators, to cite what management steps would be taken or suspended if an indicator failed to meet or exceeded a target value ▸ in the case of parks with international designations (e.g. World Heritage) there should be objectives and a strategy or actions related to maintaining the values for which a park has been designated ▸ the information gathered and assessed as part of the monitoring program will provide a basis for evaluation of the plan (to be carried out each 5 years in the State of the Park Report); monitoring is essential to determine if park management actions being taken are having the desired effects ▸ the responsible parties should be indicated where there are key cooperative management actions to be undertaken ▸ the science strategy should refer to, and reflect, traditional knowledge ▸ traditional use and subsistence resource harvesting activities could be put into a separate chapter (for example, draft Wapusk National Park Management Plan, Parks Canada, 1999); however, the consequences of traditional use, subsistence resource harvesting and extraction activities on the park ecosystems should be considered here ▸ consult the Parks Canada Law Enforcement Strategic Direction and law enforcement manuals which provide direction on the development of law enforcement plans
PROTECTION OF CULTURAL RESOURCES	
Certification Requirements	**Guidance to meet this requirement**
▸ definition of cultural resources, and overview of cultural resources in the park ▸ identification and description of	▸ it is essential to give comprehensive direction in the plan for the management of cultural resources ▸ reference the Cultural Resource Management

any national historic sites within the park (where appropriate) ▸ where there is a site(s) within a park, and the plan for the park and site(s) is intended to be one integrated document, then there must be recognition that the document meets the management plan obligations for the site; this requires reference to the national historic sites(s) on the title page, in the Minister's foreword, introduction and vision sections of the plan, and direction for the site (objectives and actions) outlined in a separate chapter ▸ indicate as a minimum how commemorative integrity is being achieved for the site(s) and how the cultural resources are and will be managed	Policy (Parks Canada, 1994b) ▸ in cases where a national historic site is located within the park, it may be cost and time effective to integrate the planning requirements, including public consultations, for the park and site together; a single management plan incorporating the directions affecting both entities may be produced ▸ where there are significant planning issues, it may be appropriate to develop a stand-alone plan for the site ▸ a CIS must be prepared as a basis for planning for all national historic sites, including those within national parks, and it must be reviewed and approved through standard NHS procedures ▸ see section 6.2 for clarification of which national historic sites require a management plan ▸ the national historic site must have profile and recognition in both the public consultation process and the final plan document (where there is one integrated plan) ▸ where an entire national park has also been designated as a national historic site (eg. Kejimkujik), then the plan will be based on both an EIS and CIS and the protection of cultural resources will be given equal prominence; this may result in some adjustments to the plan template
HERITAGE PRESENTATION	
Certification Requirements	**Guidance to meet this requirement**
▸ description of the general context for heritage presentation ▸ define the outcomes that the park intends to achieve with the heritage presentation program ▸ description of key audiences the park needs to reach and their needs	▸ this entire section should be brief, about three to four pages in length ▸ this section should describe the current heritage presentation program, whether it is achieving its goals and what improvements are needed ▸ outcomes generally describe what we want

and expectations ▸ overview of the most important educational messages the park needs to convey ▸ in terms of methods, the plan should provide direction for the heritage presentation program in the form of a concept, an overview of the approach(es) that will be used. The objective of the concept is to include in the management plan, well thought out direction so heritage presentation program can achieve the desired outcomes. ▸ measurement - indicate that the effectiveness of the heritage presentation will be measured	audiences to know, do or feel and are measurable. ▸ audience needs/expectations are based on available data ▸ some key target audiences may be offsite. Consider both onsite interpretation and offsite outreach. ▸ messages should convey, in plain language, the most important values of the park, support the ecological integrity objectives and define the role of the park in the national parks system (and, where appropriate, its values related to international designations, such as World Heritage) ▸ as an example, a concept would describe whether the park will use personal interpretation or non-personal approaches or rely more on third parties. Often, the plan will be describing a mix of approaches. ▸ measurement approaches need not be detailed in the management plan.
VISITOR USE AND SERVICES	
Certification Requirements	**Guidance to meet this requirement**
▸ confirmation of the range of appropriate visitor experience opportunities and appropriate activities to be offered and under what conditions (season of use, level of service); strategies for managing historical activities and infrastructure, and phasing out of inappropriate activities (where appropriate); determination of basic and essential facilities to be offered; clear specification of any limits necessary on development or use; third party or private sector partnerships; role of cooperating associations and volunteers ▸ description of public safety	▸ visitor use should be considered within the priority to maintain ecological integrity; this chapter must provide guidance on visitor use, services and facilities ▸ generally visitor use and services will form a separate section of the plan, although this is not an absolute requirement. ▸ plan should summarize proposed changes to current visitor offer, address visitation trends and projections, season of operation ▸ plan should reflect an understanding of regional offer of services and facilities, regional relationships and partnerships, and impact of exercising of rights by Aboriginal peoples (where appropriate) ▸ there should be strategic goals for provision of visitor experience opportunities, activities,

objective(s) addressing prevention/readiness and response and commitment to develop/update public safety plan ▸ reference to the need to develop strategies for public safety, tourism or marketing, managing use and demand, and social science research on market characteristics, trends, visitor patterns and visitor satisfaction ▸ outline of visitor management or demand strategies and actions for motorized access, including aircraft usage and overflights (where appropriate) ▸ description of appropriateness and approach to management of other motorized vehicles such as snowmobiles and watercraft	services and facilities along with specific objectives, actions and indicators to be used for evaluation ▸ consult the Framework for Appropriate Activities Assessment (Parks Canada, 1994); an updated framework will be developed in by the National Parks Directorate over the next two years to help provide guidance in managing human use ▸ ensure that "basic and essential services" are consistent with park zoning and landscape management units (see "Spectrum of Appropriate National Park Opportunities Handbook" (Parks Canada, 1999b) and Photo Matrix (Parks Canada, 1997)). ▸ consult Visitor Risk Management Handbook (Parks Canada, 1996) and associated directives re public safety and emergency planning ▸ public safety description should also summarize cooperation with others (eg. RCMP, Coast Guard, DND where appropriate) ▸ see chapter on administration and operations for principles to be considered for any capital redevelopment proposals

PARK COMMUNITIES	
Certification Requirements	**Guidance to meet this requirement**
▸ description of the status of community planning (ie. confirmation that a community plan will/has been prepared and will/has been tabled in Parliament ▸ reference that the community plan will be consistent with the management plan, and will (does) provide a strategy for the management of growth within the community	▸ this section obviously does not apply to all national parks ▸ reference to the Minister's June 1998 principles of no net negative environmental impact, appropriate development and use, growth management, environmental stewardship and heritage conservation ▸ consider regional context - links with communities outside the park

▸ presentation of a role statement for the community (key purposes the community will serve in the park) ▸ reference to legislative framework for park communities (the *Canada National Parks Act*); the plan should indicate that the community plan will specifically determine a fixed boundary, set commercial zones, and maximum commercial floor area ▸ outline of key objectives for the community ▸ presentation of actions to link the community and park and reduce impact of community and its users on the park	
TRANSPORTATION AND UTILITIES	
Certification Requirements	**Guidance to meet this requirement**
▸ description of key role of transportation corridors and any current problems, including impact on ecological integrity ▸ outline of broad strategy and objectives with respect to transportation and utility corridors and nodes - their future role or status ▸ presentation of actions to mitigate the impacts and ensure the public safety of ground (including railways, highways and roads) air and marine transportation and utilities	▸ this section is not required for all parks ▸ consider major infrastructure changes anticipated and how impacts will be addressed ▸ ensure that these "basic and essential services" are considered in, and consistent with, park zoning
ADMINISTRATION AND OPERATIONS	
Certification Requirements	**Guidance to meet this requirement**
▸ description of proposed changes in facilities and structures, including offices, maintenance facilities,	▸ public health and safety, as well as infrastructure issues and initiatives may be presented here rather than in the Visitor Use

staff accommodation and marine operations bases (where applicable) ▸ reference to environmental stewardship strategy to achieve the federal government's environmental management and stewardship commitments	section ▸ the Minister's Action Plan in Response to the Report of the Panel on Ecological Integrity (Parks Canada, 2000) provides the following principles to account for with respect to capital redevelopment. These principles must be considered in determining direction to be incorporated into the plan: -be consistent with park management plans, community plans and park establishment agreements; -be based on a needs analysis for that facility, accommodation and/or supporting infrastructure and be acceptable in the context of current ecological understanding; -respect clearly-established limits on development and contain the facility footprint within these limits; -contribute to visitor appreciation and understanding of national parks; -protect cultural heritage; -demonstrate leadership in environmental management -provide adequate staff accommodation; and -comply with environmental assessment obligations including consideration of cumulative effects and environmental management system (EMS) to achieve no net negative environmental impact.
PARTNERSHIP AND PUBLIC INVOLVEMENT	
Certification Requirements	**Guidance to meet this requirement**
▸ recognition of the ongoing role of management boards (where appropriate) ▸ reference to any other key, formalized involvement, consultation or partnership processes, including with other	▸ certain defined bodies or organizations have the right to work with Parks Canada on park planning and management (defined through land claim or park establishment agreements); further, the interested public has an expectation of ongoing involvement in aspects of site management and

government agencies and cooperating associations ▸ outline of principles that are or will be followed to involve others in decision making processes ▸ outline of mechanism for public involvement in implementation of the plan and/or other decision making processes; include reference to an annual report and consultation process ▸ presentation of key areas of cooperation and actions to pursue regional coordination and relationships	implementation of the plan ▸ the plan should provide a broad outline of what these organizations and the public can expect and the type of regular opportunities that will be provided ▸ key partners, areas of cooperation and actions to pursue regional coordination and relationships should be addressed (eg. provision of complementary services or support services) ▸ the provision of opportunities for volunteering should be cited where appropriate ▸ see also the Minister's Action Plan in Response to the Panel on Ecological Integrity ▸ should cooperative managers prefer, this chapter could be located closer to the beginning of the plan
PARK ZONING AND WILDERNESS AREA DECLARATION	
Certification Requirements	**Guidance to meet this requirement**
▸ brief explanation of the zoning system - its intent and format ▸ explanation of how the zones have been applied ▸ indication of area(s) to be declared as wilderness (where appropriate), along with reference to specific activities to be allowed in the wilderness area(s) ▸ zoning map	▸ zoning is a planning tool that draws together and reflects all important factors considered in planning; while ecological integrity is the primary consideration, visitor experiences and social and economic realities are also important ▸ the public must be made aware during consultations of the intention to declare as wilderness all or most of the Zone I and II areas within one year following tabling of the plan (unless it has been decided this is not appropriate for a particular park); see the National Action Plan for Declaring Wilderness Areas (October, 2000) for further guidance ▸ an explanation will be given in the plan for those parks where no wilderness areas will be declared ▸ this zoning chapter of the plan may be located either here near the end, or after the vision or ecological integrity chapters

	▸ the zoning system for national parks is to be reviewed to consider whether changes in approach are needed. The need to review the system was recommended by the Panel on Ecological Integrity. In the meantime, until the review is over and any revisions approved, the current zoning system as outlined in the Parks Canada Guiding Principles and Operational Policies (Parks Canada, 1994a) will continue to be used ▸ see also Spectrum of Appropriate National Park Opportunities Handbook (Parks Canada, 1999b) and Photo Matrix (Parks Canada, 1997)

SUMMARY OF THE ENVIRONMENTAL ASSESSMENT	
Certification Requirements	**Guidance to meet this requirement**
▸ description of those aspects of the plan that were the focus of environmental assessment (scope of the project) and the methodology, including public consultation or information strategy ▸ results: -summary of goals and objectives of the plan and any specific targets -summary of overall consequences including cumulative impacts -summary of the key mitigation measures to address the negative environmental consequences of the plan -summary of the expected environmental effects after mitigation and a statement on their acceptability (or otherwise) -description of the monitoring or follow-up requirements including reference to proposed indicators	▸ see chapter 12 of this guide for details related to the environmental assessment of the management plan ▸ this section should be brief - it is anticipated this will require about two pages ▸ see Yoho management plan for a good summary of environmental assessment

-description of the feedback mechanisms to adjust the mitigating measures or modify the plan proposals	
LIST OF CONTRIBUTORS	
Certification Requirements	**Guidance to meet this requirement**
▸ list of those who worked on the plan	
APPENDICES	
Certification Requirements	**Guidance to meet this requirement**
▸ summary of planned actions	▸ assist in tracking results and monitoring plan implementation; will assist in linking management plan and business plan

7.4 FIVE YEAR STATE OF THE PARK REPORT FOR EACH NATIONAL PARK

The Minister's Action Plan in Response to the Report of the Panel on the Ecological Integrity of Canada's National Parks (Parks Canada, 2000) directs that there will be a five-year State of the Park Report for each national park.

It is the responsibility of the FUS/Superintendent to prepare a State of the Park Report for each national park every five years. The findings will be a key consideration in evaluating the effectiveness of the park's current management plan, and the magnitude of adjustments that may be required. This in turn will influence the nature of the subsequent plan review process to be proposed in a scoping document (see 5.0). In essence, for national parks the State of the Park Report is the first step in the five-year plan review process.

The State of the Park Report will be focused on the state of ecological integrity in the park. However, various aspects of the park's management program in addition to resource protection programs will be considered, including visitor and heritage presentation programs. Focusing on the state of the park ecosystem(s), the State of the Park Report will therefore be a comprehensive overview of the situation of a park.

Clearly there will be a strong link between the Annual Management Plan Implementation Report described in section 4.3 of the guide, and the five-year State of the Park Report.

At the time of writing this Parks Canada Guide to Management Planning, further discussions are

required to determine content requirements for the State of the Park Report. Review and approval protocols also need to be decided. Future direction will be provided.

7.5 INTERIM MANAGEMENT GUIDELINES FOR NATIONAL PARKS

Interim management guidelines are optional, and are no longer prepared as a matter of course as in the past. They will only be prepared in those cases where guidelines are needed to direct essential park operations until a management plan is approved. It is preferable, where possible, to skip preparation of interim management guidelines and to instead focus efforts on the preparation of a management plan, which is a legislated requirement. The plan should be available more quickly as a result. It is the Director General Eastern Canada or Western and Northern Canada who will decide if it is necessary to develop interim management guidelines, based on advice from the Field Unit Superintendent. In those cases where interim management guidelines are prepared, they will be recommended by the Field Unit Superintendent/Superintendent (along with the management board if there is one) and the Director General Eastern Canada or Western and Northern Canada, and approved by the Director General, National Parks.

Interim management guidelines would be called for in those new national parks (or large new components for existing national parks) where there are critical operational issues requiring immediate guidance. For example, interim management guidelines were prepared for the Greenwich property, added to Prince Edward Island National Park in 1998. In this case there were pressing questions related to ecological integrity and human use that warranted immediate guidance, and there was no intention to reconsider or amend the park management plan in the near future as the plan had just been approved earlier in the year.

Where interim management guidelines are prepared, they should be conservative and not propose major development or resource manipulation (unless committed in establishment agreements or land claims). They should focus on the requirement to protect ecological integrity, and in this context, provide any guidance needed for heritage presentation and visitor use. Further, they would need to be developed in consultation with others for those parks in cooperative management situations, and with the local public and immediate stakeholders (more limited than is required for a management plan).

The actual document should be concise - a few pages with minimal context, and focusing on the actual "guidelines".

For most parks and national historic sites, Parks Canada's legislation, along with the Parks Canada *Guiding Principles and Operational Policies* (Parks Canada, 1994a) and the provisions of any applicable land claims agreements and/or park establishment agreements should be sufficient to guide operations until the plan is completed. Preparation of the management plan should commence as soon as possible after park or site establishment so that the plan becomes available early on, eliminating the requirement for interim management guidelines.

In the case of national marine conservation areas, the requirement to prepare an interim management plan as part of the feasibility assessment process (required in Bill C-8) eliminates the need for interim management guidelines. The interim management plan for a marine conservation area calls for more detail than interim management guidelines for a national park.

8. NATIONAL MARINE CONSERVATION AREAS MANAGEMENT PLANS

8.1 CONTENTS FOR AN NMCA MANAGEMENT PLAN

Parks Canada's experience in planning for NMCAs is limited. Management plans have been prepared for Saguenay-St.-Lawrence Marine Park (initially approved in 1995 and again in 1998 with no changes to the plan, in accordance with the legislation establishing the marine park) and Fathom Five National Marine Park (approved in 1998). Given the limited planning experience in the relatively new NMCA program, this guide is less prescriptive for NMCAs than for national parks and national historic sites. The intent is to give flexibility to FUSs and planners so that they can adapt the best ideas from these other programs and help refine specific NMCA requirements over a period of time. In general, management plans for NMCAs should be based on the contents for a national park plan, as summarized on page 22. Bill C-8, the proposed legislation for NMCAs, directs that the management plan include provision for ecosystem protection, human use and zoning. These requirements would be covered by following the national parks template.

The primary consideration of an NMCA management plan is to ensure ecologically sustainable use, while also setting aside some zones that will fully protect special features and fragile ecosystems. This consideration needs to underlie all parts of the plan. The Parks Canada Guiding Principles and Operational Guidelines (1994) indicate that "*The goal of a national marine conservation area management plan is to provide for sustainable use of the area consistent with the need to maintain the structure and function of marine ecosystems.*" This is consistent with the government's commitment to protect biodiversity, and legal obligations under the proposed *Species at Risk Act* to protect COSEWIC listed species.

At present there is no NMCA equivalent to the ecological integrity statement required for integration into national park plans. However, protecting marine biodiversity and ensuring the sustainability of ecosystems will be the overriding considerations in preparing a plan, and the plan will set out a long-term vision and verifiable goals and actions towards this end.

Provisions of a management plan respecting fishing, aquaculture, fisheries management, marine navigation and marine safety are subject to agreement between the Minister responsible for Parks Canada and the Minister of Fisheries and Oceans. It may be preferable to cover these topics in one or two separate chapters of the management plan, and make it clear that the chapters have been endorsed by Fisheries and Oceans and other agencies which have jurisdiction over the same area.

The plan for Saguenay-St.-Lawrence, reflecting unique circumstances given that jurisdiction is shared by Quebec and Canada, was approved jointly by both the federal and provincial Ministers. The approach reflects the spirit of innovation and cooperation that has been part of the creation and management of the park.

8.2 CONTENTS OF AN INTERIM MANAGEMENT PLAN

Bill C-8 sets out the requirement for an interim management plan to be prepared as part of the establishment process. This interim plan is intended to assist coastal communities, and then later Parliament, decide whether or not to establish a proposed NMCA. The interim plan will be part of a larger report that would also include information on consultations undertaken and any agreements reached respecting establishment of the area. The Bill directs that the plan set out objectives for managing the area and a zoning plan; beyond that, no requirements are described.

Whether or not the Bill is passed in its current form to become law, Parks Canada staff will prepare the report called for above, including an interim plan.

The interim plan should be precautionary in approach, and conceptual except where specific commitments have been made as part of an NMCA establishment agreement.

As with management plans for NMCAs, it is too early to be overly prescriptive concerning the contents for an interim management plan. The following is a suggested listing of items to be considered for inclusion. Many of the titles are drawn from the contents for a national park management plan. It is intended to hold a workshop to refine the following outline.

- *Introduction*
  - -feasibility process;
  - -extent, quality and reliability of data used in preparing interim plan, and
  - -issues requiring immediate resolution

- *Highlights of NMCA Establishment Agreement*

- *Proposed Boundary*

- *Role of the NMCA in National System*

- *Highlight key ecosystem based management principles the interim plan is based on, including reference to the precautionary principle*

- *Vision*

- *Strategic Goals*

- *Program for Sustainable Use of Resources*
  - -fishery
  - -hunting, other

- *Concept for Heritage Presentation*
- *Concept for Visitor Use and Services*
- *Marine Transportation and Safety*
- *Administration and Operations*
  - highlight the role and responsibilities of Parks Canada, Fisheries and Oceans, and other departments or agencies with jurisdiction in the NMCA
- *Interim Zoning Map*
- *Partnership and Public Involvement*

It is necessary to carry out an environmental assessment of the interim management plan.

9. INVOLVING COOPERATIVE MANAGERS IN PLANNING

Over one-third of all national parks and an increasing number of national historic sites administered by Parks Canada are managed cooperatively with others, according to provisions of land claims or establishment agreements, or bilateral management agreements. National marine conservation areas always have formal cooperative management arrangements. The purpose of this chapter of the guide is to set out considerations to be taken into account in preparing management plans in formal cooperative management situations.

It is important to establish at the outset of this chapter that the Minister always retains the ultimate authority given under legislation for the parks and historic sites. The cooperative management regimes are set up to provide mechanisms for Parks Canada staff and other interests to cooperate in making recommendations to the Minister.

While this chapter deals with those situations where cooperative management is defined by an explicit or formal agreement, there are also increasingly important forms of "cooperation" that are not always defined in agreements - Parks Canada staff working with provincial governments and municipalities to plan on a "greater ecosystem basis" for national parks, as an example. Considerations related to these less formal arrangements are set out in Chapter 10 on Key Elements of Public Consultation.

9.1 SETTING THE STAGE

- *Terminology*
  Verify preferred terminology to be used in the plan as it relates to cooperative management. Shared management, cooperative management, co-management, joint management are all words that have been used at various times. Parks Canada is trying to standardize its use of terminology so it is advisable to confer with National Office staff on current terminology definitions (note though that terminology in existing legal agreements will not change, even if it is "non-standard"). Cooperative management is the preferred term, but in some cases other terms have been described in lands claims; in these cases we would need to agree with the affected parties if different terminology were to be used.

- *Authority*
  Need to be clear on where the authority for the cooperative management comes from i.e. What is the legal document and what is its level of authority? (e.g. land claim, park establishment agreement, other legal document).

- *Common Understanding*

  A range of cooperative management arrangements is found across the country, some with Aboriginal peoples, others with non-Aboriginal groups. It is important for Parks Canada and

the cooperative managers to have a clear and common understanding of what cooperative management means at a given park or site. The advisory or "management" committees or boards are intended to have considerable influence, but it must be clear to all parties that the Minister holds the final authority.

- *Possible Ramifications*
  If the park/site was established prior to the cooperative management regime, and this is the first management plan process since a cooperative management agreement was signed (e.g. land claim), it is important to consider all the ramifications of cooperative management on the management of the park/site. During the planning process, changes due to the new cooperative management era must be clearly communicated to the public and staff.

- *Permitted Uses*
  In addition to stating Aboriginal peoples' rights in a park/site, the legal document which establishes cooperative management often also outlines permitted uses by a variety of other users, e.g. local non-Aboriginal traditional uses, existing commercial uses. This is an important management planning consideration.

- *Responsibilities*
  Cooperative managers need to have a clear understanding of the planning process and the responsibilities of all parties, including Parks Canada, during the process. In addition, Parks Canada staff need to make it clear what Parks Canada needs to achieve through the planning process. All these items should be clearly stated and agreed to at the outset of the process. Often guidance is provided in the legal document.

- *Roles*
  The role of the cooperative managers in the planning process and in relation to the planning team needs to be defined. In some cases cooperative management members may form part of the planning team. In other cases, cooperative managers provide input to a planning team of Parks Canada staff. Cooperative managers review plan drafts and recommend the final plan.

- *Timeframe*
  In cooperative management situations, the time required to complete a management plan will typically be longer than in a situation without cooperative managers. This should be discussed up front and reflected in the scoping document. In addition, working with cooperative managers, the process will likely need more flexibility to adapt to the needs of both the cooperative managers and Parks Canada during the process. The need for flexibility may mean that time frames are altered during the process. Parks Canada has less control in these situations.

- *Costs*
  As with any planning process, costs need to be defined as clearly as possible at the outset. It needs to be recognized however, that working with cooperative managers often has increased cost implications.

- *Dispute resolution*
  A mechanism should be in place to deal with potential conflicts during the planning process.

- *Decision-making process*
  This needs to be agreed to at the start - we should strive for consensus in decision-making.

- *Public Participation*
  Cooperative managers need to clearly understand the importance of public participation in a management plan process - the cooperative managers role in the public participation part of the planning process should be defined.

The above factors should be clarified both in the scoping document for the planning process, which would be developed with the cooperative managers, and if necessary in a separate terms of reference for the planning process (see section 6.3 of the guide).

9.2 ROLE OF COOPERATIVE MANAGERS

The legal agreement which establishes cooperative management usually makes some reference to the cooperative managers' role in recommending the management plan. When working with cooperative managers, it is essential that Service Centre and National Office staff are involved with management plan discussions. It is important not to create a situation where field staff and cooperative managers come to agreement on an item with which Service Centre or National Office staff later take issue. The planner and others directly involved with the planning process must anticipate issues as they develop and engage the appropriate Service Centre and/or National Office staff early on so that Parks Canada's position on an issue is agreed to before discussions are concluded with the cooperative managers. In National Office the key contacts are in the Aboriginal Secretariat, and in the Legislation and Policy Branch of the National Parks Directorate for land claims related advice.

The order in which the plan is approved at various levels needs to be determined. Reference to this may be made in the legal document which established the cooperative management arrangement. In some cases, the cooperative managers may recommend the plan and then it follows through the regular Parks Canada channels for recommendation and finally approval. In other cases, the cooperative managers may recommend and send the plan directly to the Minister's office for approval.

10. KEY ELEMENTS OF PUBLIC CONSULTATION

Public consultation is a requirement of all Parks Canada management planning programs. Consultation offers a valuable opportunity to engage the public and other interests as key players in the process of finding solutions to the complex issues faced by protected areas. The purpose of this chapter is to identify key elements of consultation, and important steps in designing effective programs.

The term *public consultation* refers to the two-way process of Parks Canada providing and seeking information and advice from the general public, governments, Aboriginal peoples, interest groups and others on the management of national parks, national historic sites and marine protected areas. The term also includes cooperative decision-making and information exchange with jurisdictions that fall within the protected area ecosystem or the historic site's cultural milieu. Public consultation can include many degrees of involvement and types of communication, depending on the situation and program needs.

Parks Canada Guiding Principles and Operational Policies (Parks Canada, 1994) states that:

> *"Public involvement is a cornerstone of policy, planning and management practices to help ensure sound decision-making, build public understanding, and provide opportunities for Canadians to contribute their knowledge, expertise and suggestions."*

With these principles as a foundation, fourteen key elements of effective consultation and program design are presented in the following section. A detailed description of techniques and methods is appended, as are several examples from planning programs.

Key Elements of Consultation

- **Primary Goal of Consultation**. The primary goal of public consultation in management planning is to produce a management plan that has the support of the public and key interests. Involving others in plan development increases the probability that the directions set out in the plan will be supported and implemented.

  Specific objectives are:
  - to make better decisions that reflect the interests, values and concerns of all who affect protected area management or are affected by it;
  - to provide a means through which the public and other external groups and individuals can make positive and meaningful contributions to the decision-making process;
  - to establish a climate of mutual trust and respect among the participants in the

process, including Parks Canada, so that discussions on management issues can occur in a positive manner;
- mutually educate all those involved in the process, including Parks Canada, so that each participant acquires a more complete understanding of the issues and how other parties see the issues;
- to build a long term relationship between Parks Canada and those involved in the process.

- **Choosing the Consultation Approach**. Consultation programs should be designed to fit the particular set of circumstances of the protected area management planning. No single approach is suitable for all planning programs. Methods and techniques should always be tailored to unique conditions and should be as creative as possible to attract interest from the target groups, agencies and individuals. A wide variety of methods and tools are available to encourage and achieve optimal involvement. They range from partnerships and cooperative ventures, to direct, interactive techniques such as workshops and brainstorming sessions, and indirect methods such as mail-in cards, and surveys.

- **Extent of Consultation**. At a minimum, it is important to consult with the full range of relevant stakeholders, including those who are affected by the directions and decisions outlined in the management plan, those who can affect or influence the resolution of the issues, and those who are actively interested. It is also important to consult with the local public through accessible media such as newsletters. Rather than a "minimum" level however, the focus should be encouraging and facilitating public involvement in creative ways that meet the needs of the planning program. This can only be achieved by first identifying the agencies, groups, government departments, and individuals who may play a role in successfully addressing the management issue.

- **Transparent Process**. Public consultation programs should be open, transparent and equitable. Parks Canada should strive to make the participants aware of:
  - the specific roles that external groups and individuals play in the decision-making process;
  - the nature of the process, and how ideas, suggestions, comments and advice are used;
  - the scope of the topics and issues, and limitations in addressing them;
  - the rationale for accepting or rejecting specific views;
  - the record of input received during participation programs, if requested.

- **Regular Consultation**. The five year planning time frame is insufficient to build the trust, support and involvement that is needed to make progress. Public consultation should fit into a broader strategy for communications and community relations at the Field Unit level. Such a strategy must continue throughout the interim period between planning programs to be effective. Annual reviews on the implementation status of management plans with the public are one component of this strategy.

- **Working With Other Jurisdictions**. Successful management of protected heritage areas often depends on Parks Canada's ability to co-operate with other jurisdictions. Parks Canada should work closely with provinces, territories and Aboriginal peoples to identify their interests and concerns, and to provide opportunities for their participation in the management topics that affect them. Management planning programs are an opportunity to promote and facilitate a common vision with other jurisdictions.

- **Working With Aboriginal Peoples**. Aboriginal peoples are becoming more involved in management and planning programs for protected heritage areas. There is a range of ways that they can be involved. For example, they may be identified as having specific interests in the protected area and be invited to participate in decision making within a particular context. Cooperative ventures can be developed. They can be also be involved through legislated cooperative management. Gwaii Haanas is an example of a cooperatively managed protected area where responsibility and decision making are shared between Aboriginal people and Parks Canada. Among other benefits, Aboriginal participation in planning programs can lead to opportunities to integrate Aboriginal traditional knowledge and values into management strategies. It can also complement processes underway that are aimed at restoring trust and respect.

  As the situation is different for each park, historic site, or marine conservation area, it is important to identify the potential role in the management planning program as early as possible. The planning team may wish to involve Parks Canada's Aboriginal Affairs Secretariat in the assessment of the potential for involvement of Aboriginal people, and outline conclusions in the scoping document.

- **Expectations for Involvement**. All participants have expectations for their involvement in the management planning process. Examples include legal parameters such as land use legislation and policies, Aboriginal inherent rights and treaties, and other, less formalized values such as personal and economic. Clearly articulating and understanding these expectations are important in creating the respect and trust critical to the planning process. The common ground that exists between the participants and Parks Canada is the basis for a successful and ongoing relationship.

- **Consultation on Ecological Integrity Statements (EIS) and Commemorative Integrity Statements** (CIS). EISs and CISs should be developed with the participation of neighbouring jurisdictions, external groups and individuals where appropriate. The integrity of most protected heritage areas will be affected by human use and development in adjacent areas. It will be easier to achieve ecological and commemorative integrity goals if those organizations or individuals who influence the area have had the opportunity to obtain information and comment on the proposed EIS and CIS. The documents are intended to be enduring, and are the basis for management planning.

- **New Technologies**. New communications technologies can play an important role in facilitating public consultation. Internet-based options may be the only practical means of facilitating the involvement of a wide range of Canadians in consultation programs. It can, for example, provide access to information for participants on a broader geographical basis, including newsletters, comment forms and draft plans. Making material available on web sites and CDs can be more cost effective than printing and mailing the same information. Electronic mail may also be an effective way of circulating newsletters. However, the willingness and abilities of audiences to access and use the new technologies should be taken into account when designing electronic components of consultation programs. Many segments of the public do not have access to these technologies. The printed form of the management plan and other consultation documents will still be the main medium.

- **Involving Non-traditional Audiences**. Innovative approaches are required to reach those persons and socio-economic groups who have not been traditionally involved in Parks Canada consultation programs. For example, new Canadians comprise a significant proportion of the Canadian population, but are often not reached or involved productively through conventional means of consultation. New ways of communicating with these groups, in ways that respect their particular views and values, should be devised and implemented.

- **Consultation Skills**. Designing and implementing an effective public consultation program requires a particular skill set that is built by specific training and experience. These skills include conflict resolution, team building, facilitation, design of decision-making processes, partnership building, and communications. This skill set amounts to a discipline much as other planning team members bring their own disciplines to the process. Training is needed to ensure that this skill set exists within Parks Canada.

Key Elements of Consultation Program Design

In-depth analysis of the situation during the **scoping** of the planning program is critical in designing and implementing the right consultation program. There are some basic questions that should be addressed during this analysis:

- Is there a role for the public in **designing** the consultation process?
- What are the topics (e.g. vision, strategic goals, actions) and issues to be addressed in management planning?
- What are the short and long-term goals in addressing these issues?
- What is realistically achievable in the management planning time frame? In the longer time frame?
- Who are the external groups, agencies and individuals who play a significant role in our ability to successfully achieve those goals, and should therefore be involved (e.g. broad public, local citizens, governments, Aboriginal peoples,

organized interest groups)?

- Are there parallel processes underway that can affect the management planning process?
- Are there opportunities for joining in with other consultation programs underway e.g. municipal planning, resource management planning?
- For each external organization, what is the specific role that they play in successfully achieving the stated goals (e.g. setting aside forest cover outside the park would require the explicit support of landowners, or the provincial resource management department)?
- What are their parameters and expectations for involvement in the management planning process (e.g. legal authorities, cultural values)?
- What are their other motivations (e.g. history with the park or historic site) that will influence how they participate in planning?
- What are the process needs of the target groups and individuals? (Ask them).
- Would sub-processes (e.g. working groups) be helpful?
- Based on all the above, what is the most appropriate means of gaining their productive involvement?

Establishing Benchmarks for Consultation: Benchmarks or targets for public involvement should be established during program scoping to measure effectiveness of consultation, both during a program and after. They will help illuminate which methods of consultation will be appropriate, how well the program is proceeding, if changes are needed, and what needs to be done in future consultation. They will also help ensure that any decisions made through public involvement will uphold the primary goal and objectives of public consultation detailed above.

There are three general types of benchmarks of effective public consultation that can be measured: satisfaction of participants, short-term results and longer-term results.

1. Satisfaction of participants: are key indicators of effective relationship building. They are measured in collaboration with participants, both during and after a program:

1. Did the participants understand the process?
2. Were their particular process needs accommodated?
3. Did the participants feel that adequate notice of meetings was given?
4. Was the information provided timely, relevant and understandable?
5. Were their opinions respected and valued?
6. Was the process fair?
7. Were their issues addressed?
8. Did public involvement make a difference in the outcome?

2. Short-term results: are key indicators of success in working toward main goals. Examples of short term results are:

- all landowners surrounding a park or historic site have received a newsletter about a

planning program;
- a tourism association explicitly supports a proposal to remove a dam;
- an Aboriginal organization is actively participating in management planning;
- a wide cross-section of the public attended an open house;
- new issues have been identified as a result of an open house;
- a multi-stakeholder structure has been established, such as a Biosphere Reserve.

3. Longer-term results: are benchmarks of success that relate to fundamental goals of protected area management, but may take years to achieve. Examples are:

- trust and a productive relationship have been built with key stakeholders;
- a genuine partnership has been developed with an Aboriginal organization;
- participants have a good working understanding of each others' mandates and expectations (e.g. ecological integrity within parks, commemorative integrity within historic sites, sustainability within municipal lands).

11. ENVIRONMENTAL ASSESSMENT OF MANAGEMENT PLANS

11.1 AUTHORITY

Environmental assessment (EA) of management plans is required under the 1999 Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals.

11.2 PROCESS

This process will apply to the EA of management plans for national parks, national historic sites including historic canals, and national marine conservation areas.

Roles and responsibilities for EA should be determined at the outset of the planning exercise. The person responsible for the preparation of the EA must be part of, or provide support to, the planning team from the start to ensure that the effects on ecosystems and cultural resources are considered as early as possible. This person must work closely with any other relevant specialists not on the planning team (i.e. EA / ecosystems / cultural resources). The EA must be fully integrated in the management planning process and be based on an iterative approach.

Strategies and actions proposed during the management planning process are as a matter of course reviewed to determine whether they support Parks Canada legislative and policy requirements. Anything found not to support these requirements will not proceed through the EA process unless first endorsed by either the Director General, National Parks or National Historic Sites.

Where planning options are considered, the EA will review the impacts of each option prior to public consultation, to avoid the presentation of non-viable options to the public. Public consultation on EA issues should be integrated with the public consultation process for the plan, and comments received will be taken into consideration as the plan is finalized.

The precautionary principle should guide the evaluation of residual impacts and their acceptability. There are uncertainties and risks involved in predicting environmental effects; the adoption of caution to minimize environmental effects and risks is critical in the context of the mandate of Parks Canada.

11.3 CONTENTS

The definition of the scope of the assessment should specify the key issues to study along with the appropriate geographical boundary based on the ecological integrity statement or commemorative integrity statement.

The analysis will consider the individual and cumulative impacts from existing use, development and facilities, both inside and outside the park or site, combined with strategies or actions

proposed in the plan and likely future use outside the park/site boundaries. The analysis will also consider the positive effects of strategies and actions proposed in the plan. Strategies will be presented for avoiding or reducing adverse impacts and enhancing positive environmental effects.

The evaluation section will describe the acceptability of any residual impacts in the context of federal and Parks Canada legislation and policies, the zoning system, CIS/EIS and other objectives. It will also evaluate the impacts in the context of existing indicators and associated targets or thresholds (if established) or determine whether it is advisable to establish or revise any thresholds or targets specific to key components. The evaluation will also include an overall assessment of the implications of the plan for ecological or commemorative integrity (i.e. the expected change in the state of the park or site along the continuum towards or away from integrity).

Follow-up monitoring requirements will be specified for any environmental components considered vulnerable due to uncertainty about impact prediction or effectiveness of mitigation measures. These will be included in the integrated monitoring program for ecological integrity. A feedback mechanism will be described to allow staff to make use of information gained from follow-up monitoring to adjust management strategies, either prior to or as part of the next management plan revision, if necessary.

11.4 DOCUMENTATION

A separate EA report should be produced and approved by the park or site Superintendent and the FUS. The management plan should contain a summary of the EA report.

Technical manuals have been prepared to guide the preparation of environmental assessments for management plans (see Parks Canada Guide to the Environmental Assessment of Park Management Plans (Charron, 2000), Template for Preparing Environmental Assessments for National Historic Sites Management Plans (Saunders, 1999) and Guide to Environmental Assessment : Assessing Cumulative Effects (Kingsley, 1997)).

12. PRODUCTION, PRINTING AND DISTRIBUTION

12.1 PARKS CANADA'S CORPORATE IMAGE IN MANAGEMENT PLANS

Management plans are the key accountability documents for national parks, national historic sites or national marine conservation areas, and are tabled in Parliament. They must be of the highest quality, both in content and appearance.

Requirements related to the appearance of management plans are described in the document entitled Parks Canada Publication Directives (Parks Canada, 1999c). The most recent draft of this document was prepared on June 4, 1999, and it is available from the Heritage Presentation and Public Education Branch, National Office.

The key points are:

1. there are very specific requirements for the cover design, layout and colors; as a result Parks Canada's future management plans will all have a uniform look;
2. there are required fonts for the cover and for the text;
3. there are no requirements related to layout of the text - single column as opposed to dual column, for example;
4. there are no requirements related to the back cover, and
5. the plan must be printed on $8^{1/2}$" by 11" paper.

National Coherence and Standards:

The standard requirements for government publications, including management plans, are:

A) Each external publication shall contain:
   1) a notice of copyright, to protect the Crown copyright
   2) an ISBN (ISSN or ISMN) number
   3) a catalogue number

B) Multi-page publications should also contain:
   4) the cataloguing in publication (CIP) information
   5) a bar code (for priced publications),

C) Copies of all publications should be sent to:
   6) the Legal Deposit
   7) the Depository Services Program (DSP).

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Catalogue Number

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Bar Code

A bar code should be put on the cover of priced publications. It is not intended, however, that management plans be sold.

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Depository Services Program or DSP

This program provides government publications to a network of over 1000 depository sites, including public, academic and legislative libraries. Minimum of 60 copies required.

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Information required:
- title page (Engl. and Fr.)
- table of contents (Engl. and Fr.)
- introduction (Engl. and Fr.)

Indicate if the plan is:
- a reprint (with or without revisions)
- a new version of a something previously published
- to be published on line (then send a complete PDF version)
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Send request to Norm Newton:
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12.2 PRINTING AND DISTRIBUTION

12.2.1 National Office

Forty-seven (47) English and thirty-two (32) French plans must be submitted to National Office to meet administrative requirements.
The breakdown is as follows:

Tabling in Parliament:

5 French (2 House of Commons / 2 Senate / 1 Government Business)
Five English (same)

Parliamentary Distribution Centre:

15 French
25 English

Documentation Centres (National Parks, National Historic Sites):

2 English
2 French

National Office Planning Units (National Parks, National Historic Sites)

10 French
15 English

To reduce costs, it is recommended that separate french and english versions be printed, rather than a tumble option.

National Office Distribution to the Planning Community

As well, a CD should be submitted to National Office including documents relevant to the planning process (eg. scoping document, newsletters, the plan, etc.). Fifty copies (CD format) are required for national distribution for the planning community across the country.

12.2.2 Field Unit

The field unit is responsible to maintain the inventory of management plans and to respond to individual requests and other requests.

13. REFERENCES AND OTHER RELEVANT GUIDANCE[2]

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[2]This list is incomplete and under development.

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14. ACKNOWLEDGMENTS

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At the outset, five project teams were formed. These teams prepared materials for the initial draft report which was reviewed at the Parks Canada Planning Forum held in October 1999 at Mont Saint-Anne (Québec). The teams, and team members, were as follows:

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Murray McComb
Project Manager

ANNEXES

ANNEX 1. LEGISLATIVE AND POLICY BASIS FOR MANAGEMENT PLANS

There are specific requirements set out in the *Canada National Parks Act* (2000) and the *Act to Establish the Parks Canada Agency* (1998) related to preparing and tabling management plans for national parks and national historic sites. The proposed *Act respecting Marine Conservation Areas* (Bill C-8) has similar provisions related to planning for national marine conservation areas. Further, the *Canada National Parks Act*, reinforces the primacy of ecological integrity considerations in planning for national parks. The most important legislative requirements related to planning are as follows (readers should confirm wording that may have been adjusted once the legislation referred to above is finalized):

- A management plan must be prepared and tabled by the Minister in Parliament within five years of the establishment of all national parks, national historic sites and national marine conservation areas;

- For marine conservation areas, Bill C-8 proposes a clause that Parliament will be provided with a report to consider when deciding whether to establish a national marine conservation area, and the report must include an "*interim management plan that sets out objectives for managing the area and a zoning plan....*". The requirements for a preliminary management plan for national marine conservation areas are set out in chapter 11 of this guide.

- Management plans will be reviewed every five years and any amendments tabled in Parliament (Saguenay-St.-Lawrence Marine Park is an exception because its legislation calls for a 7-year review instead);

- The *Canada National Parks Act* indicates that "*Maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks.*" (8(2)). Further, the Act directs that "*The Minister shall, within five years after a park is established, prepare a management plan for the park containing a long-term ecological vision for the park, a set of ecological integrity objectives and indicators and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation, which shall be tabled in each House of Parliament*". (11(1)). Finally, "*where a new or amended management plan sets out an area of a park for declaration as a wilderness area, the Minister shall recommend such declaration to the Governor in Council within one year after the plan amendment is tabled under section 11*".(14(4))

- Ensuring commemorative integrity will be the first priority when planning for national

historic sites;

- The primary considerations in the development and modification of management plans for marine conservation areas shall be principles of ecosystem management and the precautionary principles;

- The management planning preparation and revision process will provide opportunities for public consultation at the local, regional and national levels.

The Parks Canada Guiding Principles and Operational Policies (Parks Canada, 1994a) provide the policy basis for management plans. The sections referencing management planning are extensive, and are not repeated here.

ANNEX 2. GUIDE TO THE PREPARATION OF ECOLOGICAL INTEGRITY STATEMENTS FOR NATIONAL PARKS

Originally prepared by a national committee, 1997 - Stephen Woodley(Chair), Neil Munro , Paul Grigoriew, Nik Lopoukhine, Andre Savoie, Don Rivard, Clement Bedard, Luc Foisy, Graham Dodds, Bernie Leiff, Wayne Bourque, Jack Ricou, Heather Oxman, Tim Sookocheff.

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1. INTRODUCTION

"The National Parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment, and shall be maintained and made use of so as to leave them unimpaired for future generations." (*National Parks Act*). The new *Canada National Parks Act* state that " *Maintenance or restoration of ecological integrity, through the protection of natural resources, shall be the first priority of the Minister when considering all aspects of the management of parks*". Furthermore, the Guiding Principles and Operational Policies (Parks Canada, 1994) state that "*Protecting ecological integrity and ensuring commemorative integrity takes precedence in acquiring, managing, and administering heritage places and programs. In every application of policy, this guiding principle is paramount*". Clearly, Parks Canada's primary mandate in national parks is the maintenance of ecological integrity. In keeping with this philosophy, the National Business Plan for Parks Canada (Parks Canada, 1995) has called for the preparation of benchmark statements on ecological integrity in all parks (ecological integrity statements) that reflect the ecological condition of the park ecosystems and our understanding of it.

Every national park should have an EIS by March 31, 2001, either as part of an approved management plan (or a plan submitted to National Office for approval), or an interim EIS approved by the Executive Director, Ecological Integrity in advance of the management planning process. The Executive Director, Ecological Integrity will approve an interim EIS or, when the EIS is integrated into the park management plan, signify to the Director General, National Parks that the EIS and the management plan have been prepared following the proper process and meet the required standards. When there is an interim EIS, it will need to be incorporated into the park

management plan during the next plan review, and may be adjusted and updated as part of the planning process. Once the initial EIS is embedded in an approved management plan, the emphasis will be on monitoring and evaluating the implementation of the management plan's actions, and adjusting the priorities or programs if warranted; there is a requirement to report/consult annually on the implementation of plans, including the actions related to ecological integrity. The EIS will be reviewed along with other elements of a plan as part of the five year management plan review. Any significant adjustments would be made as part of the plan review process, with public consultation.

In order to ensure national consistency among EISs, a national committee was established in May 1996 to put some direction to ecological integrity statements, and the first guide for the preparation of EIS in national parks was produced in 1997. Since then, several parks have prepared draft ecological integrity statements. The Director General of National Parks (and now the Executive Director, Ecological Integrity) has been given the task of review and approval of the first generation of EISs. The 1997 initial guidelines called for a revision after two years. Lessons learned during review of the first draft EISs have been incorporated and clearer requirements are set out in this revised version of the guidelines.

2. What is an Ecological Integrity Statement?

The quest for the maintenance or restoration of national parks' ecological integrity is an endless one. The EIS is the tool to be used to translate this immense task into more concrete, tangible goals and objectives. As such, it will provide a description of the key components of the ecosystems in a given park and their desired state in a 15-year time frame. The EIS will provide direction and set strategic goals, objectives and targets so that this desired state can be attained. The EIS is the means by which ecological integrity is defined for a particular park according to local conditions. In a severely impacted park, the setting of realistic targets for 15 years would not be the desired state or endpoint of ecological integrity. The successful attainment of 15-years targets will however be an important step in the process of reaching the desired state or endpoint of ecological integrity.

Ecological integrity means, with respect to a park, a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes.

In a more practical manner, a system will be considered to have integrity if:

- its structure and function are intact;
- its native components and processes are likely to persist;
- human use and facilities are compatible with the park ecosystem's finite capacity to sustain use in type, amount and timing.

Ecological integrity means that native species are present at viable levels and the ecological processes are present to support the continued viability of those species. It does not mean that people are excluded from the ecosystem. It means people visit, live in, and use a park in such a way that the ecosystem is not impaired. The definition also does not exclude campgrounds or facilities. It means that the structure and function of the ecosystems are not impaired by the type and extent of visitor use.

The EIS plays a central role in setting out long term management. It does this by:

- *identifying the basic and specific values of the ecosystem which the park is mandated to preserve in an ecological vision for the park;*
- *identifying issues relevant to achieving desired ecological conditions; and*
- *setting and communicating ecological goals, indicators, objectives and targets for acceptable conditions.*

The EIS will include a concise, plain-language description and analysis of the condition of the park's ecosystems, based on the land use history, the regional context under which the park is managed and the major stressors affecting the ecosystems. The EIS should also set desired ecological goals and verifiable objectives for the future. In order to prepare an EIS, existing information should be used, analyzed and consolidated. The EIS will be reviewed as the understanding of the system changes, with a major 5-year review in accordance with the management plan and the State of the Park Report.

National parks are at the conservation end of a land-use spectrum. Their role is to conserve ecosystems with the highest degree of ecological integrity. Ecosystems are dynamic and change does not necessarily mean a loss of integrity. Systems with integrity may exist in several states, but the changes occur within acceptable limits. Outside these limits, the system loses integrity.

3. Links with the Park Management Plan (Parks Canada Guide to Management Planning, section 7.2)

The EIS must be integrated into the park management plan and should be considered when preparing the park business plan. The EIS will confirm the commitments made with respect to protecting the park's ecosystems and preserving its ecological integrity. As a common element, the EIS will provide a linkage between the management plan and management actions related to EI. Given that maintaining ecological integrity is the first priority when preparing a management plan for a national park, the EIS will provide a common understanding of the state of ecological integrity in the park and of what needs to be done to maintain or restore it.

The integration of the EIS into the park management plan is a challenging exercise. The EIS must be developed either in advance or at the outset of the planning process. In fact, issues related to ecological integrity should be identified prior to the preparation of the scoping document. While the EIS could be prepared as a separate document to feed into the planning process, the content will be split up in the plan itself; the EIS will not form a discrete chapter.

The ecological vision, a general analysis of the state of the ecosystems, a description of the regional context and strategic goals to maintain or restore ecological integrity should be part of the front-end or the general section of the park management plan. As such, the ecological integrity maintenance or restoration goals will guide the development of the specific sections objectives. Ecological integrity protection or restoration objectives could form the core of the heritage resources protection section. Since the maintenance of ecological integrity is a shared responsibility, staff from other branches should, when appropriate, present objectives to support the overall ecological integrity protection and restoration goals. The EIS is also the most valuable benchmark for conducting the environmental assessment of the park management plan, the cumulative impact of the proposed development and activities and defining appropriate level of use.

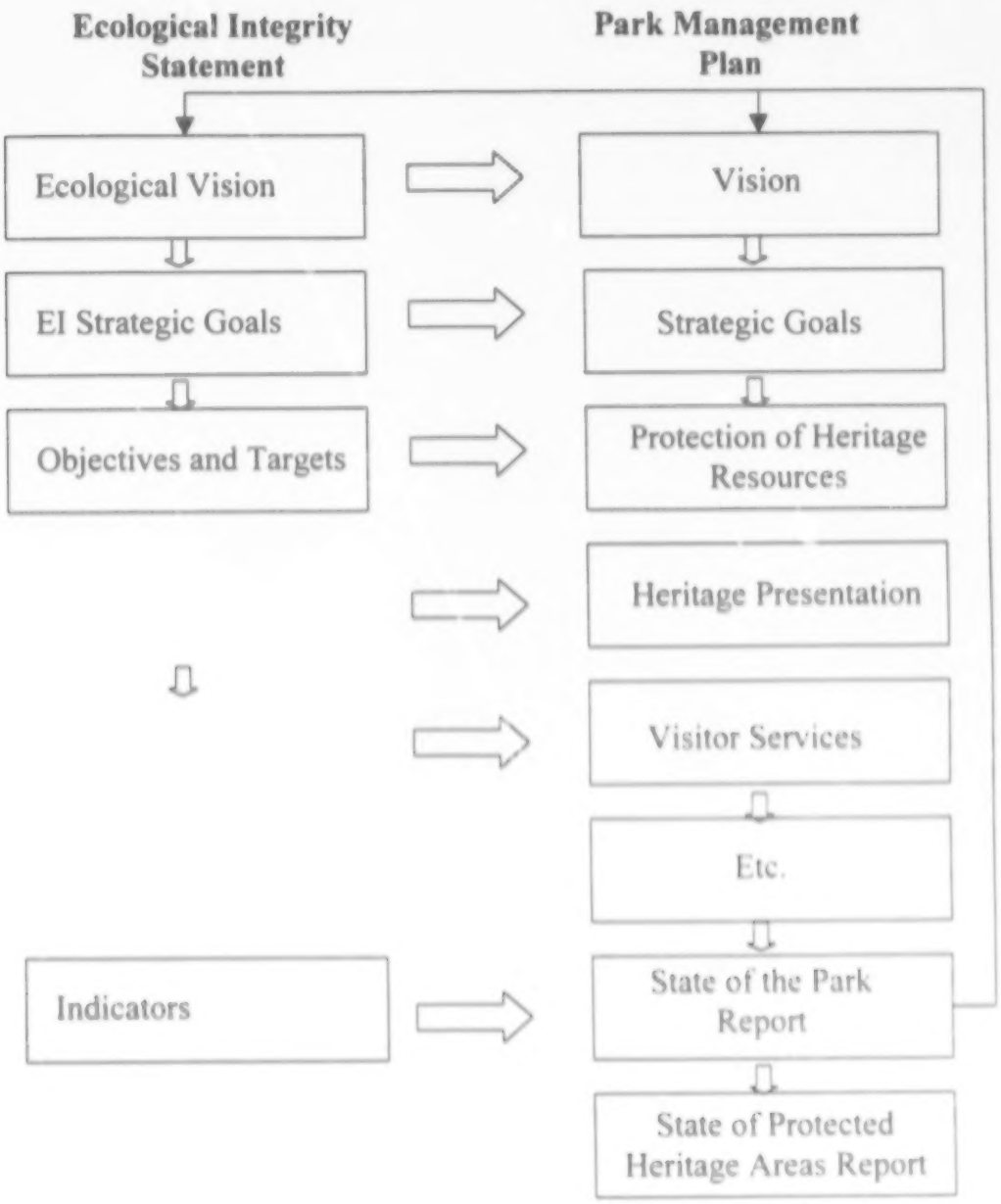

Figure 1. Integration of EIS into park management plan.

▼Common pitfall

The integration of EIS into the park management plan caused some problems in the past, with the EIS reflected only in the heritage resources protection section of the management plan. This goes against the philosophy behind the EIS and the recommendation of the Panel on Ecological Integrity of Canada's National Parks. Ecological integrity considerations should be the foundation for the entire park management plan, and be specifically reflected at several locations, rather than in a single chapter.

4. WHO SHOULD PREPARE THE ECOLOGICAL INTEGRITY STATEMENTS? (Guide for Management Planning, section 7.2)

Responsibility for the preparation of the EIS rests with the Field Unit Superintendent. Normally the main author will be the park ecologist or equivalent. However, given that EISs are the heart of management plans, it is highly preferable that the same interdisciplinary team work on these statements as part of the overall management plan – one team, one process. Natural resources specialists should however provide strong support, specially in selecting appropriate goals, objectives, targets and indicators. The team should represent the interests of human use and heritage presentation, in addition to resource conservation. It may also be necessary in initial stages to draw in wide external input, especially from cooperative managers, Aboriginal peoples, Service Centres specialists and the broader science community. Because of its importance, the EIS should have wide input while remembering to keep its focus as an ecological integrity statement and **not a more broadly focused document**. Considerations developed as part of the ecological integrity statement will be open to full public review as part of consultations on the park management plan.

▼Common pitfall

Some previous EISs were written by a few Parks Canada natural resources professionals, without involvement of staff from other branches or local stakeholders. A multi-disciplinary team, including representatives of all branches, should be involved in the development of EIS. Aboriginal peoples, co-managers, external stakeholders, regional land managers, scientists, and local population should also be consulted during the exercise in order to give their support for the park's ecological vision. The preparation of an EIS should be seen as a way to get buy-in from staff responsible for the other sections as well as from regional communities for the ecological integrity goals of the park for the next 10-15 years. In many instances, workshops have proven to be a successful way to elaborate the vision and select proper goals, objectives, indicators and targets.

5. STEPS FOR THE PREPARATION OF ECOLOGICAL INTEGRITY STATEMENTS

5.1 Description of the land use history

The first step in the preparation of an EIS should be to describe past and current land use history in and around the national park in order to provide a sense of the history of human use in the area, focusing on its role in shaping or influencing the park's ecological integrity. This historical context should be done so as to inform ecological understanding and not to provide a full historical understanding of the park. It should consider what cultural influences have helped shape local ecosystems. The section should try to define the cultural practices that are place-based. What have been the interactions between nature and culture that have changed or created the landscape of the park, and could influence its ecological integrity? This section should define the main cultural/historical values of the site, including the main historical and archeological resources. Major visitor facilities existing in the park should be mentioned, as well as the potential constraints they may pose on ecological integrity. If there is currently or there was in the past resource harvesting in the park, it should be stated here, as well as a characterization of the level of harvesting occurring.

5.2 Description of the regional context's influence on park management

This section should set the context for a park in its region, including a discussion of the size, configuration and degree of development of the park and adjacent activities. For example, is the park a large northern park with few to no immediate threats, but possible mineral extraction nearby, or is the park a small fragmented southern park surrounded by agriculture? The regional context should only be done to foster our ecological understanding of the park ecosystem, and not to provide a full information base on regional issues.

5.3 Model of the ecosystems

The ideal EIS would present a conceptual "model"(or conceptual framework) synthesizing our understanding of the park ecosystems, their key elements and key processes, and the main linkages among those. This kind of simple model is not intended to be an inclusive, global chart of all the ecosystem components, but rather to capture our understanding of it. It is not necessary to model an entire ecosystem to capture its essential dynamics; a model should be developed based on a selected key set of closely linked elements. These key elements will be particularly helpful in choosing the right indicators(see next section). Such a model could then be developed further in an ecosystem conservation plan.

The main advantage of organizing our knowledge about the ecosystems into a model framework is that the task of defining important processes and key elements is beneficial in itself. The process of building a model forces us to explicitly state our objectives, define and describe factors

affecting a situation, and focus on the collection of data that are relevant to decisions that we need to make. Not only is the model beneficial to the model builders, but it helps them to unambiguously explain to others their thoughts about how an ecological system operates and the reason for certain management decisions.

Things to be considered when building the model and choosing its key elements are:

- key elements of the system;
- major processes governing the evolution of the system;
- stressors and their impacts on the system, and
- human influence in the evolution of the system.

New elements should be added to the model as new information increases our understanding of the ecosystems. Figure 2 provides an example of a simple conceptual model developed for Banff National Park.

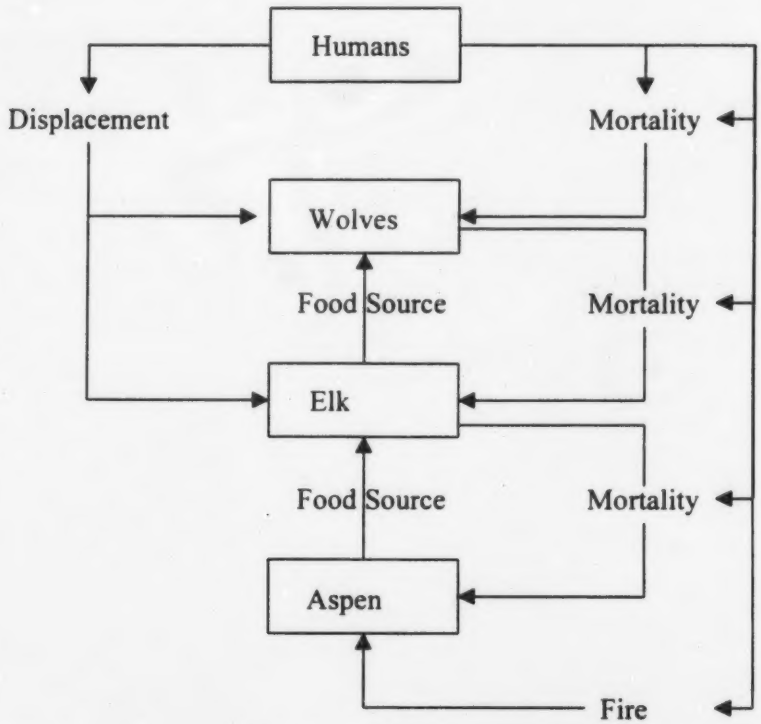

Figure 2. A simple model for Banff's lower Bow Valley abd the Central Canadian Rockies that incorporates elk, aspen, wolves, fire and humans as key ecosystem components (from National Parks Occasional Paper no. 9, adapted from *Whiet et al.*, 1994).

5.4 Analysis of the current and potential stressors affecting the park and its ecosystems

This section should provide a brief description of the main ecological stressors currently affecting the park, and their threat to ecological integrity, making the link with the national State of the Protected Heritage Areas Report. It could also include a short description of potential stressors that the park may be concerned about. The differentiation between suspected (hypothetical)and documented stressors should be clear. With the former, the most relevant objectives in the EIS might be to design a way to test the hypothesis. With the latter, the park should move to mitigative measures and measure their effectiveness.

Sources of information for this section include the national stress questionnaire prepared for the State of the Protected Heritage Areas Report, the park's ecosystem conservation plan and research studies. Whenever possible, reference should be made to published research. Impacts of our management policies on ecological integrity could also be discussed in this section, if relevant to the particular context of the park.

5.5 Statement of an ecological vision for the park

The process of developing a collective vision and seeking its expression in reality is central to adaptative management. The vision provides the first step in establishing the common purpose on which to choose management objectives. This section should provide an overall, achievable ecological vision for the park, based on the park and surrounding area land use history, regional context, stressors, key components of ecosystems and key value of the park. For example, a key value of the Bruce Peninsula might be the largest intact forest in southern Ontario. For Wood Buffalo, it might be the largest protected area of the boreal forest in North America. For Kluane it might be the key conservation area for grizzly bears. This is a chance to be creative and express the essence of the park. The ecological vision set out in the EIS will be the foundation for the broader park vision set out in the park management plan. The foundation of the vision must be based on the maintenance or restoration of ecological integrity, and the desired state of ecological integrity. The vision sets out results, rather than actions to be taken. The ecological vision should:

- include a holistic vision for the park and regional ecosystem;
- refer to being representative of a natural region and the broader role of the park in the national parks system;
- refer to partnerships intended to protect the habitat of wide ranging species and stewardship initiatives to improve the connectivity of a national park's ecosystem with the surrounding regional ecosystem;
- refer to the capacity of the park ecosystem to accommodate increased use or development without significant degradation.

Since the total structure, function and composition are required for persistence, each of these

items should be referred to in the vision. The vision may be in point form or paragraph style and should generally be expressed in one page or less. The vision, like all parts of the management plan, is subject to review during the 15 years, but it is written in a manner that promotes longevity by avoiding technical, bureaucratic and trendy language. This section would be an enduring feature of the EIS. In order to translate the enduring state of the vision, it should be written in a prospective manner, using the future tense.

▼Common pitfall

Past visions have been too generic. The ecological vision should be specific to every national park to reflect particular context and respective issues. It should be precise enough so that it is possible in 15 years from now to verify the level of accomplishment of the vision. All concerned parties should be able to understand and anticipate possible implications of the vision in a foreseeable future.

5.6 Setting of ecological integrity strategic goals (principles), objectives, indicators and targets

In order to achieve the long-term goals set by the vision, the system has to be broken into parameters that can be managed, planned for, or assessed using a four-level framework: strategic goals, objectives, indicators and targets. These elements will provide a concrete linkage with the park management plan, business planning and State of the Park (park-level) reporting. While the most commonly used framework for monitoring purposes refers to "principles", "criteria", "indicators" and "targets", we are suggesting to use the terms "strategic goals" and "objectives" instead of "principles" and "criteria" in order to avoid using terms not familiar to the majority. It has been said that all management is a choice between alternative futures. Clear goals (principles) and objectives (criteria), and well-defined indicators and targets are simply an expression of the desired future state in a park. Maintenance and restoration of ecological integrity often require serious constraints on land uses. The EIS should promote ecologically sustainable (long-term) goals in order to make acceptable shorter term constraints.

This section should provide direct guidance on the management of the site to ensure the maintenance or restoration of ecological integrity and the application of ecosystem management principles and practices. The park management plan's actions to achieve the vision will reflect the goals (principles), objectives (criteria) and targets set in the EIS. The indicators (what is measured) and targets (acceptable level of indicators) should relate directly to the ecological values and focus on the conditions which will exist when the ecosystems are not impaired or under threat. However, the objectives and targets should not be broad general statements which could apply to any national park. The objectives and especially the targets should be park specific, and should be a direct link to the key ecological elements and stressors described in the previous parts of the EIS. The indicators are one of the links to the park management plan, providing its direction.

There are often different uses of the terms "strategic goals", "objectives", "indicators" and "targets". There are probably no absolutely correct definitions. However, it is necessary that we speak the same language. Definitions and examples are provided below.

- Strategic goals (principles) are defined as a set of future conditions that are general and broad based in nature. Strategic goals should translate what is stated in the vision in concrete wording, defining the desired state of the park's ecosystems and anticipated results in 10-15 years from now.

- Objectives are concrete expressions of the broader strategic goals and translate them into elements of the system; they should break the goals into achievable chunks.

- Indicators are parameters that, tracked over time, provide information on trends in the condition of a system. They refer to specific parameters associated with the objectives. Indicators should be well defined, measurable or verifiable (preferably numerically specific). Since it is impossible to track all elements of a natural system, indicators are specific elements that will provide you with information about the state of achievement of your goals. Indicators should reflect our understanding of the system and be chosen according to the conceptual model (see section 5.4). Characteristics of good indicators are summarized below:
  -Indicators should be relatively easy to measure (or verify) and be reliable;
  -There should be a clear and well-known linkage between the chosen indicator and the element it is suppose to evaluate (reference to previous work and published scientific papers as well as consultation with the scientific community are essential to select proper indicators);
  -Indicators should be able to detect early changes in the system;
  -Technical and financial considerations as well as the cost/benefit ratio should be considered when choosing an indicator. There is no point in choosing a "perfect" indicator impossible to measure.

Indicators are the elements that will be reported on in the new 5-year State of the Park (park level) Report (see Parks Canada Guide for the Development of Management Plans, section 7.4, for further details).

- Objectives should always be accompanied with a target. The target will allow you to know when you have achieved your objective. Targets provide a specific measurement method and benchmark against which the indicator is assessed. Targets should be specific and measurable. They have an implied time line based on a 5 year reporting cycle but shorter or longer target dates are also appropriate, since they only reflect our current understanding of the indicator. In some instances, a specific value of the indicator is known or can be projected from previous studies. In many cases, only the direction of desired change is known, for example, a target could be a significant increase in the abundance of an

endangered species. Sometimes even the direction of change that reflects enhanced ecological integrity is not known. In this case, the default target is the first or baseline measurement of the indicator. Adaptive management allows us to learn as we go. Examples of strategic goals (principles), objectives, indicators and targets are provided below:

Goal (Principle):
Maintain viable population of native species

Indicator:
Population size of grizzly bears in the park

Objective:
Maintain a viable population of grizzly bears in the greater park ecosystem

Target:
A minimum of 50 breeding females with an annual mortality of less than 2%.

Goal (Principle):
Restore ecological processes

Indicators:
Area burned each year
Area grazed each year
Density of ground squirrel holes
Variability in vegetation height

Objectives:
Restore fire in the park
Grazing will be managed to produce a grassland that is more representative of what has existed in this region for thousands of years

Targets:
An average of 2 ha burned per year over a 15-year period
3% to 33% of the park will be grazed annually
Ground squirrel hole density will double on grazed land
Vegetation height will be significantly more variable at several spatial scales

Goal (Principle)
To have Park ecosystems showing their characteristic capacity to retain nutrients.

Objective
To have the Big Hemlock River Watershed operating with its characteristic range of nutrient exports

Indicator
Yearly levels of calcium exported from the Big Hemlock watershed

Targets
To maintain a yearly average of less than 3 kg/day of total calcium exported from the Big Hemlock River
To ensure that the year to year trend line for Ca export is not significantly increasing as measured by the Mann Whitney Seasonal/Lettenmayer test

Once again, workshops have proven to be a useful way to seek advice and opinion of the scientific community and local stakeholders in selecting ecological integrity strategic goals, objectives, indicators and targets. The selection of goals and objectives should relate to the three major areas as laid out in the State of the Protected Heritage Areas Report: biodiversity, ecosystem functions and stressors. Each of these areas should have indicators and targets at appropriate ecological scales - individual, population, community and landscape. It may also be important to select a different set of indicators and targets for each key ecosystem component identified previously in the conceptual model of the ecosystems. Because of the requirement to integrate it into the park management plan, the EIS should not be presented as a summary of the monitoring program. It should stay at a more strategic level and rather focus on identifying appropriate goals, objectives, indicators and targets based on the key elements identified in the vision.

National parks provide an opportunity for people to be in contact with nature. They learn about it, experience it, feel part of it, and are refreshed by it. This section of the EIS should also set goals for the type of visitor experience that the park should provide with regard to ecological integrity. Learning and experience goals and objectives should be based on elements already discussed in this EIS - namely the state of the park's ecological integrity, its regional context and land use history. This section is not to duplicate the park's communication plan, but rather clearly indicate the goals and objectives for communicating about the park's ecological value and condition. What should the public know about ecological integrity of the national park? The goals and objectives should go beyond park visitors and address communication requirements in the greater park ecosystem. It should be possible to define indicators and targets for each of the objectives of the communications program. An example of a learning objective might be that local residents know that land management practices in agricultural areas outside the park can affect the ecosystem. The indicator might be the number of people that were presented a program on ecological impacts, and the target could be to present the program to 75% of the local grade 6-7 classes. Communication goals and objectives can be interwoven in other sections of the EIS or presented in a separate section, or both. Whichever approach is appropriate to achieving the communication goals and objectives should be followed.

There may be more than one objective, indicator and target for a given strategic goal. In general, it is much more difficult to define indicators and appropriate targets than to define goals or objectives. However, measurable or verifiable indicators and targets are also a much more realistic definition of a desired future. Having detailed indicators and targets shows that we know what we are doing. If numerical indicators and targets cannot be established, then the EIS should state that they need development. Targets should be realistic and attainable, but should push the park to reach for excellence.

6. Suggested Table of Contents for Ecological Integrity Statements

Following is a suggested format for an EIS where it is prepared as stand-alone document for input to the park management plan. Otherwise, the same information needs to be reflected in the park management. The ecological vision must be presented at the very beginning of the document, since it becomes the fundamental component of the EIS.

- 1. INTRODUCTION
  The introduction should describe, in a short paragraph, who was involved and consulted in the preparation of the ecological integrity statement (list of contributors) and how the exercise was conducted.
- 2. ECOLOGICAL VISION FOR THE PARK
- 3. REGIONAL CONTEXT
- 4. LAND USE HISTORY
- 5. MAJOR IMPACTS AFFECTING THE PARK
- 6. ECOLOGICAL INTEGRITY STRATEGIC GOALS, OBJECTIVES, INDICATORS AND TARGETS
- 7. OTHER CONTRIBUTION TO ECOLOGICAL INTEGRITY
  This section should state, in a short paragraph, how different branches contribute to the protection or restoration of ecological integrity.
- 8. REFERENCES

7. Note of Format and Style

Ecological integrity statements should be:

- *relatively short (10 - 20 pages);*
- *written in plain, clear language, avoid bureaucratic jargon, overly technical terms and government acronyms;*
- *unbiased, straightforward statement of the state of the park's ecosystems;*
- *where necessary, use references to scientific studies and reports to support the statements being made.*

ANNEX 3. A REVISED GUIDE TO THE PREPARATION OF COMMEMORATIVE INTEGRITY STATEMENTS (under preparation)

ANNEX 4.
ACTION PLAN
FOR THE
DECLARATION OF WILDERNESS AREAS
IN NATIONAL PARKS

October 2000

Background

Legislation and Policy

The 1988 amendments to the *National Parks Act* provided for the declaration, by regulation, of wilderness areas within a park. It is intended that the declared wilderness area boundaries will be consistent with Zone II boundaries. In addition, where Zone I areas are included in or are adjacent to Zone II areas, or are large enough to be considered on their own, they may also be included in declared wilderness areas. Zone 1 areas will be managed to conform to their special requirements for protection.

The concept of wilderness zones as land use designations has been a matter of national park policy at least since the 1979 policy. The 1988 *National Parks Act* amendments placed a legislative constraint on the nature of use that could take place within a wilderness area. The new *Canada National Parks Act* (the *Act*) received Royal Assent on October 20, 2000. In it the provisions contained in the former *National Parks Act* are carried through into section 14 essentially unchanged:

> *14. (1) The Governor in Council may, by regulation, declare any area of a park that exists in a natural state or that is capable of returning to a natural state to be a wilderness area.*
>
> *(2) The Minister may not authorize any activity to be carried on in a wilderness area that is likely to impair the wilderness character of the area.*
>
> *(3) Notwithstanding subsection (2) but subject to any conditions that the Minister considers necessary, the Minister may authorize activities to be carried on in a wilderness area for purposes of*
>
> *(a) park administration;*
> *(b) public safety;*
> *(c) the provision of basic user facilities including trails and rudimentary campsites;*
> *(d) the carrying on of activities in accordance with regulations made under section 17; or*
> *(e) access by air to remote parts of the wilderness area.*

The public will be able to use and enjoy wilderness areas through non-motorized activities such as hiking, camping and backcountry travel.

Any motorized activities being carried out in a declared wilderness area must be consistent with subsection 14(3).

In the Parliamentary review of the new legislation, several ENGOs and the Panel on the Ecological Integrity of Canada's National Parks, expressed concern with the delays in

implementing the provisions of the 1988 *National Parks Act* amendments. They recommended that the Government be obliged to consider declaring wilderness areas in national parks within a defined time frame. Bill C-27 was amended to add a time limit for declaration as follows:

> *(4) Where a new or amended management plan sets out an area of a park for declaration as a wilderness area, the Minister shall recommend such declaration to the Governor in Council within one year after the plan or amendment is tabled under section 11.* (underline added for emphasis)

The implications of adding this subsection are two fold. First, it obliges the Minister to recommend declaration within one year of the plan or a plan amendment being tabled in Parliament. Second, it establishes the management plan as the mechanism that determines (a) if the declaration of wilderness area(s) is appropriate for the national park, and (b) the area(s) to be declared.

Implications for Park Management

As with all other crucial stages of management planning, the boundaries and appropriate uses of proposed declared wilderness areas will be determined with public input during the preparation or review of a management plan.

Declared wilderness areas are those areas where the public will have a high degree of assurance that development and use inconsistent with wilderness[3] character will not occur. Activities will be consistent with those for which the *Act* gives the Minister the power to authorize. The Minister's decisions under the *Act* may be subject to judicial review if anyone feels that the authority granted to the Minister has not been exercised properly. This brings with it greater accountability for park managers. A formal process of regulation amendment will be needed to change the boundaries of a declared wilderness area. For activities that have been authorized under subsection 14(3) of the *Act*, the Minister has the authority to impose conditions necessary to ensure the integrity of the wilderness area. These activities may be authorized thorough the park management plan, agreements or park use permits. Conditions may then be imposed by the Superintendent on park use permits and that are consistent with subsection 14(3).

Boundaries of declared wilderness areas are shown on a National Park Wilderness Area, Administrative Map Plan. Administrative map plans are prepared to provide a general graphical

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[3] "Wilderness is defined in the *Guiding Principles and Operational Policies* as "an enduring natural area of sufficient size to protect pristine ecosystems which may serve physical and spiritual well being. It is an area where little or no persistent evidence of human intrusion is permitted so that ecosystems may continue to evolve". National Wilderness Colloquium (1988).

description of specific use areas within national parks. They are a guide to the boundaries of these use areas. They are not an official legal survey. The actual boundaries are defined by official documents such as the *Canada National Parks Act*, legal surveys and, in the case of general boundaries such as the location of roads or other physical features, the location of the actual features on the ground.

The plans are prepared under the authority of Section 31 of the *Canada Lands Surveys Act*:

"31. The Surveyor General may for administrative purposes, make such plans of public lands as the Surveyor General deems expedient, but plans made under this section need not be confirmed under section 29 or sent to a registrar under section 30."

The maps must be prepared by a certified Canada Lands Surveyor. They are approved by Natural Resources Canada and assigned a Canada Lands Survey Registration Number (CLSR #). The administrative map plans form the basis of the regulations.

The process used to create the administrative maps can be time consuming and expensive. Park management teams must ensure that discussions are held with affected stake holders, such as lease and licence of occupation holders and First Nations, and with Natural Resources Canada early in the process, and certainly prior to preparation of the administrative maps. This will ensure that any concerns and requirements are well understood. It will also avoid unnecessary costs incurred to revise maps later.

Definition of the Nature of Areas

Areas that are intended to be declared include those that exist in a natural state or are capable of being returned to a natural state. While there are no size criteria for including or excluding an area, initial consideration should be given to areas that would normally be Zone II as defined in the *Guiding Principles and Operational Policies* of Parks Canada. Zone I areas that are within Zone II areas should be considered. Isolated Zone I areas would be dealt with on a case-by-case basis, and any decision would be made by considering such factors as size, adjacent areas, wilderness values and protection requirements. The intent is that the same criteria used for defining Zone II Wilderness would be used to define declared wilderness areas. For example, the *Guiding Principles and Operational Policies* state that "Extensive areas which are good representations of a natural region and which will be conserved in a wilderness state."

In some parks, it may not be appropriate to declare areas as wilderness. The park or candidate areas may be so small or of such configuration as to mitigate against the protection of wilderness values. In other parks, conditions of park establishment may make the declaration of wilderness areas inappropriate. For example, some northern parks have their wilderness character defined through land claims/establishment agreements. In these cases, declaration of wilderness may be redundant or not acceptable to Aboriginal partners.

There may be cases where the entire park may potentially be declared as a wilderness area. In these cases, the description in the *Canada National Parks Act* would be used to define the boundaries of the declared wilderness area(s) in the regulations.

Other circumstances may make declaration of wilderness inappropriate or untimely. For example, where a park is evolving through extended land acquisition, such as in Grasslands National Park, it may not be appropriate to consider declaring wilderness until the final boundaries are more certain.

Finally, some lands are set aside and operated as a national park even though they may not fall under the protection of the *Canada National Parks Act* for some time. Because they are not subject to the *Act*, technically, wilderness areas cannot be declared. There is nothing preventing the management plan, for such a park, from identifying candidate areas for declaration and for those areas being managed as if they were declared wilderness. Upon formal establishment of the park, the Minister could recommend the declaration of wilderness areas pursuant to the *Act*. In such instances, administrative map plans would likely not be produced until the prospect of the park being formally established is more likely. At such time, further consultation on the administrative map plans may be required.

Traditional Renewable Resource Harvesting and Declared Wilderness

Traditional renewable resource harvesting activities and declared wilderness can co-exist. The *Act*, in paragraph 14(3)(d), states that the Minister may authorize activities to be carried on in a wilderness area for purposes of *the carrying on of activities in accordance with regulations made under section 17*. Subsection 17(1) provides for traditional renewable resource harvesting activities in Wood Buffalo, Wapusk and Gros Morne National Parks, any national park established in the District of Thunder Bay in the Province of Ontario (Pukaskwa National Park), Mingan Archipelago National Park Reserve, and any national park established in an area where the continuation of such activities is provided for by an agreement with the province respecting the establishment of the park. Subsection 17(2) provides for the making of regulations respecting the carrying on of traditional renewable resource harvesting in areas where traditional renewable resource harvesting is permitted through an agreement for the settlement of an aboriginal land claim or where aboriginal people have existing aboriginal or treaty rights to traditional renewable resource harvesting activities in any park.

Public Consultation

Parks Canada is obligated to consult the public on any proposal to declare any area of a national park as a wilderness area. This requirement flows from the general consultation requirements related to the establishment of regulations under the Canada Regulatory Policy (1999). This policy states that:

"Regulatory authorities proposing new regulatory requirements, or changes to existing regulatory requirements, must carry out timely and thorough consultations with interested parties. The consultation effort should be proportional to the magnitude of the impact of the proposed regulatory change. Notice of proposed regulations and amendments must be given so that there is time to make changes and to take comments from consultees into account.

Regulatory authorities must clearly set out the processes they use to allow interested parties to express their opinions and provide input. In particular, authorities must be able to identify and contact interested stakeholders, including, where appropriate, representatives from public interest, labour and consumer groups. If stakeholder groups indicate a preference for a particular consultation mechanism, they should be accommodated, time and resources permitting. Consultation efforts should be coordinated between authorities to reduce duplication and burden on stakeholders.

Regulatory authorities should consider using an iterative system to obtain feedback on the problem, on alternative solutions and, later, on the preferred solution. Consultations should begin as early as possible in order to get stakeholder input on the definition of the problem, as well as on proposed solutions."

Clearly, the degree of consultation is left to the discretion of the sponsoring department or agency. Proposed regulations are published in Part 1 of the Canada Gazette, along with a Regulatory Impact Analysis Statement (RIAS), as a notice of intent to regulate. The public is given a period of anywhere from 30-60 days to comment. While publishing in the Canada Gazette is the official public notification, it is not the beginning of the consultative process.

Once the notice is published in the Canada Gazette, it should not be considered as the primary means of consultation during this phase. Advertising the intention in local print media and informing affected stakeholders should also occur.

After the comment period terminates and representations are considered, the regulations, along with an updated RIAS are submitted to the Governor in Council for final approval. Following final approval, the regulations and the RIAS are published in the Canada Gazette Part II and, upon publication in the Gazette, the regulations become law.

The regulation making process can be very time consuming. Any sponsoring department or agency can seek final approval for regulations from Special Committee of Council, a committee of ministers, without going through the notice process. In order to do this, however, all consultation must have been done and sponsoring departments or agencies must be able to demonstrate that there is no value added in carrying out further consultation through publishing in Part I of the Canada Gazette. Such approval is at the discretion of Special Committee of Council.

In conducting consultations, park managers should be guided by the following criteria taken from

Parks Canada's *Guiding Principles and Operational Policies:*

- the provision of clear, timely, relevant, objective and accurate information;
- an indication of the areas requiring decisions and relevant policies, legislation and agreements;
- adequate notice and time for public review;
- the careful consideration of public input;
- feedback on the nature of comments received and on Parks Canada response to participants; and
- respect for all interested public.

Status of Efforts to Date

The 1988 amendments to the former *National Parks Act* provide for declaration, by regulation, of wilderness areas within a park. In November 1988, the management plans for Banff, Jasper, Kootenay and Yoho National Parks were approved. Each plan indicated that it was the Minister's intent to pursue declaration of wilderness areas. The process for doing so, however, was hampered by the lack of a cost-effective, yet legally acceptable method for identifying wilderness area boundaries. The original intent of using legal surveys was prohibitively expensive. A more cost-effective method using topographic maps (administrative mapping process) was developed, using 1:50,000 National Topographic Series map sheets as a base. Boundary lines were then drawn on the map, following a set of conventions or mapping directions.

The process was halted in 1994 with the establishment of the Banff-Bow Valley Study. With the approval of the new park management plan for Banff National Park in 1997, the process was resumed. The proposed regulations were published in the Canada Gazette, Part 1 in November of 1999 and formal consultations occurred through the winter. Concerns raised and errors discovered resulted in the need for major revisions to the maps. Governor in Council approval of the *National Parks Wilderness Area Declaration Regulations* was received on October 20, 2000 and, under these regulations, wilderness areas will be declared in Banff, Jasper, Yoho and Kootenay National Parks.

Issues that had to be resolved included:

- developing the criteria to be used to identify areas to be declared;
- developing suitable protocols to be used to resolve required setbacks from transportation and utility corridors, and buffer zones around ski areas and day use facilities, that either border or are contained within proposed areas;
- developing suitable mapping and surveying approaches that would be acceptable to Natural Resources Canada;
- preparing maps of large national parks suitable for registration; and
- developing suitable consultation techniques.

Streamlining the Process

The time and expense to prepare the mapping conventions, prepare the maps, consult the public and secure the approval of Natural Resources Canada, the final approving authority for the administrative maps, should not be under estimated. For example, mapping conventions used to identify the boundaries of candidate declared wilderness areas must be developed in consultation with stakeholders and Natural Resources Canada to ensure that legal land dispositions and other operational requirements are omitted from declared wilderness areas. Topographic maps with the park boundaries must be converted to administrative map plans according to the *Canada Lands Surveys Act*. This is an expensive step that must be done by someone licensed as a Canada Lands Surveyor. The proposed boundaries of declared wilderness areas are then added to the administrative maps. An iterative process of reviewing the maps must be carried out with Natural Resources Canada before they can be registered by Natural Resources Canada.

Parks Canada's goal is to integrate the process of identifying and consulting on proposed declared wilderness areas into the park management planning process. The consultation carried out prior to and during the planning program, could satisfy the needs of the regulatory process, thereby eliminating the need to pre-publish the regulations in the Canada Gazette. As noted above, the adequacy of consultation already undertaken is at the discretion of Special Committee of Council.

Each park that undertakes to declare wilderness areas or amend existing ones must still satisfy all the consultation requirements of the Canada Regulatory Policy.

Role of Natural Resources Canada

Natural Resources Canada is responsible for ensuring that the administrative map plans and accompanying descriptions meet the rigours of the *Canada Lands Surveys Act*. Ultimately, the national office of Natural Resources Canada will approve the plans and assign a CLSR number. While this number is assigned by Natural Resources Canada's national office, the technical responsibilities for overseeing the process lie in that department's regional offices. It is, therefore, imperative that parks contemplating declaring wilderness areas, work closely with their respective Natural Resources Canada regional offices and discuss mapping options and technical requirements.

Parks Canada Realty staff already have established working relationships with Natural Resources Canada and so contact with them could be initiated through the realty staff at the service centre or park level. Realty staff should also be considered part of the wilderness declaration team.

Process Leading to the Declaration of Wilderness Areas

Scoping Document - In the document setting the scope for the park management plan, the intent to pursue the declaration of wilderness during the planning process and to declare a wilderness area(s) up to one year following tabling of the plan should be set out. Unusual circumstances that must be recognized or accommodated will be described. Should the park decide not to pursue the declaration of wilderness, the reasons for this will be described fully.

Public Information - The intent to declare wilderness area must be described clearly in all public information (newsletters, meetings, open houses, etc.). The information must be of sufficient detail to serve as consultation on the regulations and maps which are the basis for the regulations. Maps and descriptions must be of sufficient detail that stakeholders can clearly anticipate the implications to resource protection and visitor use as well as management of leases and licences of occupation. The information must also outline the process through which the regulations will ultimately be created and the opportunity for public involvement.

Public Consultation - Consultation should take place at two distinct stages in the planning process (figure 1). The first stage occurs when the mapping conventions that will be used to identify the boundaries of the candidate declared wilderness areas are developed. Here it is important to involve key stakeholders such as lease and licence of occupation holders and First Nations, as well as Natural Resources Canada. Ensuring support for the mapping conventions will minimize costly map revisions later. It is suggested that this first stage of consultation occur early in the planning process possibly at the time that planning options are discussed with the public. The second consultation occurs after the administrative map plans have been drafted. Here it is preferable to ensure that the principle requirements of Natural Resources Canada are satisfied by the draft map plans prior to their being distributed to the public. This stage could occur when the proposed draft management plan is distributed for final public review. As in stage one, extra effort to engage all lease and licence of occupation holders is critical to ensure that their concerns are understood and addressed to the degree possible.

Some parks may choose to have only one round of public consultation in the production of their management plan. Here, to avoid a second round of consultations specific to wilderness declaration after the plan is tabled, it is even more important to hold discussions with key interests, such as lease or licence of occupation holders, before the formal plan consultation begins. These discussions would alert them to the wilderness declaration intent and engage them in the early stages of developing the mapping conventions.

At the time of drafting this action plan, a number of parks are in the midst of their management plan review and have already discussed with the public their intent to declare wilderness areas. While these discussions will certainly lead to a more informed public, it

will still be necessary to produce administrative map plans and provide an opportunity for the public to comment on them before the regulatory package can be submitted for consideration of the Special Committee of Council. Figure 2 is applicable to these circumstances.

Consider Declaration Requirements in Development of the Plan - Activities that will be carried out in wilderness areas, as cited under the current and proposed legislation, must be carefully assessed and defined in the park management plan. Wilderness area boundaries must be defined with greater precision than is required in preparing park zoning maps. This is necessary to ensure that all constraints imposed by leases and licences of occupation are reflected. Existing Zone I and II areas must be assessed for their feasibility to be included as declared wilderness. Declared wilderness areas should match as closely as possible with Zone II and Zone I (if applicable) areas. Any differences should be noted for both the public and park management. Mapping conventions (see Appendix 1) will be included in the public information provided during the consultation process.

Production of Administrative Map Plans - Following the development of the mapping conventions, a Canada Lands Surveyor must draft administrative map plans. The consultant would be responsible for liaising with Natural Resources Canada on behalf of Parks Canada and for ensuring that the technical requirements of the former are met. The consultant would also work with Parks Canada to reflect changes that result from the consultations on the maps and would ultimately shepherd the maps through the approval process at Natural Resources Canada.

Review of Draft Plan - Careful consultation on the proposed final detailed maps will be necessary to satisfy the regulation making process. The draft plan will highlight the intention to declare a wilderness area both by citing this intention in the Executive Summary, and by setting out details in a Chapter to be called "Zoning and Declaration of Wilderness Area" (*Guide to Management Planning, 2000).*

Briefing of the Minister - Briefing materials provided to the Minister, in seeking approval of the plan, will clearly highlight the intention to declare a wilderness area. The intention would be to include the necessary document(s) for the Minister to sign and send the proposed regulation to the Privy Council Office for approval.

Approval by Special Committee of Council - Final approval of the Special Committee of Council may be obtained without the requirement to pre-publish; however, Ministers may require that further notice be given to the public by pre-publishing the proposed regulations in Part I of the Canada Gazette.

Finalizing of Wilderness Area Regulations - The following documents are to be prepared for processing:

Document	Prepared by	Reviewed by	Approved by
Communications Plan (if applicable)	Communications	FUS	Minister
Maps	Parks Canada (contract)	FUS	DG (East/West) NR Canada (CLSR# assigned when approved by NR Can)
Regulatory Package			
-Draft Regulations	Legislation and Policy	FUS	Minister
-Order in Council	Legislation and Policy	Blue Stamped by DOJ	
-RIAS	Legislation and Policy	Blue Stamped by DOJ	
-Communications Plan	Communications Directorate		
-Recommendation to GG	Legislation and Policy		
-Briefing Note to Minister	Legislation and Policy		
-Letter of Transmittal to the Clerk of Privy Council	Legislation and Policy	DOJ	

Note: Coordination of routing for Ministerial approval and transmittal to Privy Council Office is carried out by the Government Business Division of the Department of Canadian Heritage.

Conceptual Flow Chart
Declared Wilderness Areas

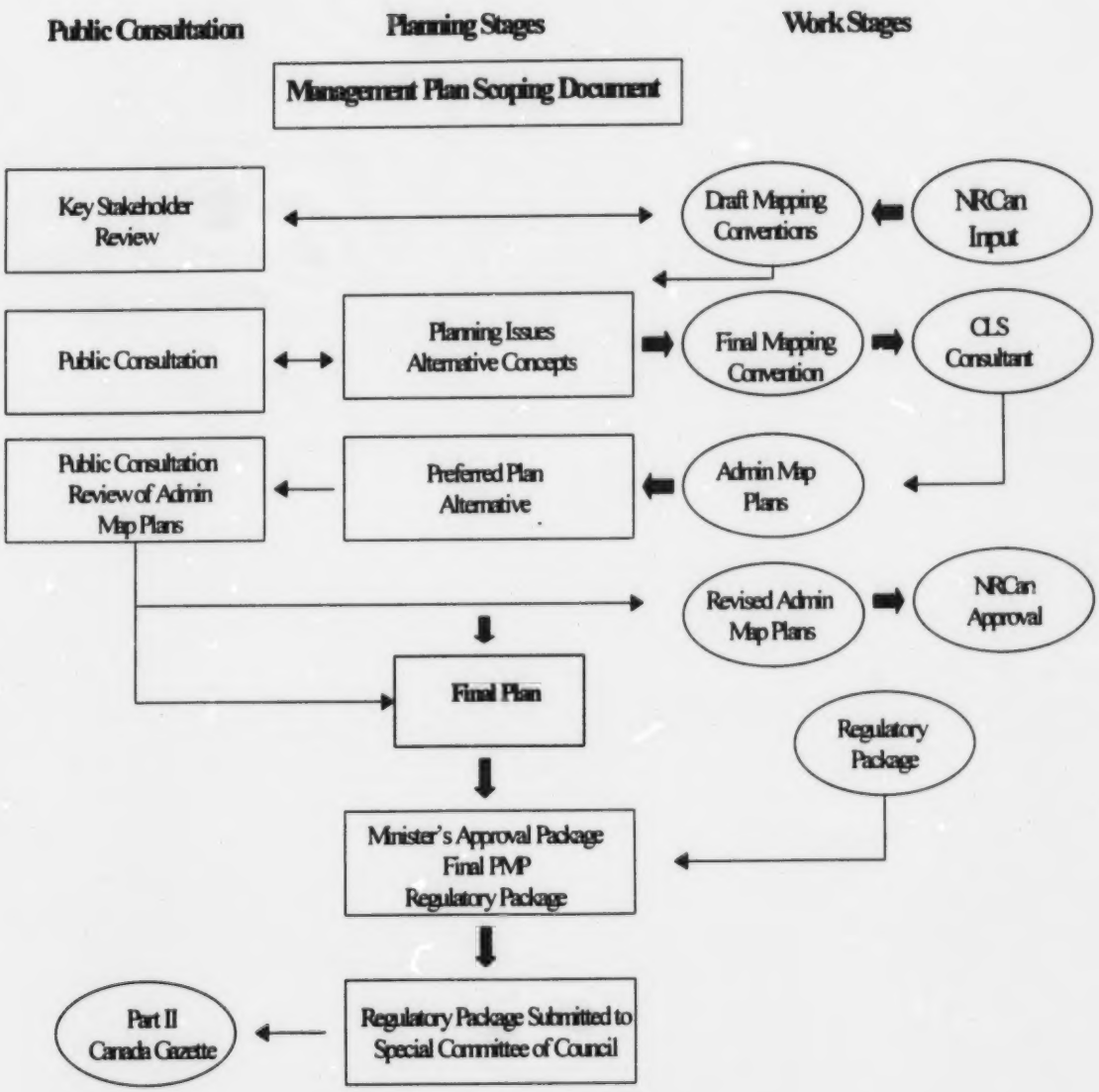

Figure 1 - Assumes there is no Park Management Plan or that a major review is being undertaken.

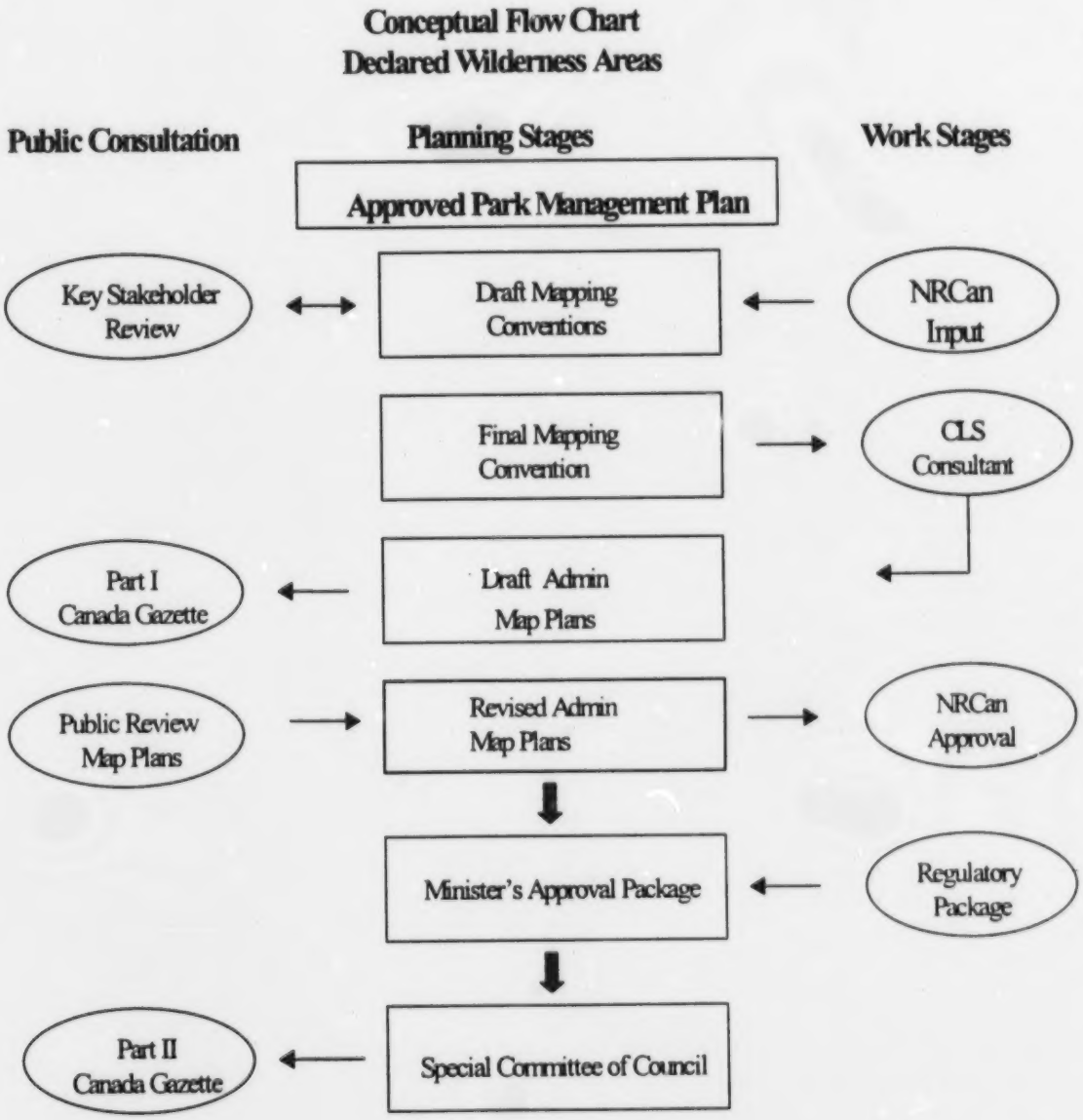

Figure 2 - Assumes that a Park Management Plan has been approved by the Minister or that the plan is sufficiently advanced to preclude advanced to preclude integrating wilderness consultation with the plan consultation.

Appendix 1

Mapping Conventions for Wilderness Areas in National Parks

Wilderness areas generally follow Zone II areas in the park management plan, and Zone I areas if it is appropriate that they be considered wilderness. Boundaries of zones in the park management plan are generally drawn on a map which does not have the level of specificity needed for wilderness declaration. A set of conventions or rules are, therefore, necessary to specify where the lines are to be drawn on the declared wilderness map. The following mapping conventions are proposed based on the experience in the Rocky mountain parks. Some modification may be needed to accommodate local circumstances.

1. The intent is to designate as much land as possible as declared wilderness.

2. Land uses and activities not permitted in Zone II declared wilderness lands are listed below and are further defined in the park management plans:

- public roads
- utility and service corridors
- man-made water control structures
- road accessible campgrounds
- restricted access service roads
- outlying commercial accommodation facilities
- communities
- commercial visitor facilities including backcountry lodges and main access/service corridors
- developed hot pools
- trailhead parking areas, roadside pull-offs, picnic areas
- ski areas and gondola lifts
- motorized land and water-based recreation

3. Land uses and activities which are permitted in declared wilderness areas are basic activities and facilities which are essential for the purposes of park administration, ecosystem management, law enforcement, public safety and provision of basic visitor facilities. Some of these activities may be conducted by Parks Canada or by others on behalf of Parks Canada. These include:

- fire management
- avalanche control
- backcountry patrols and facility maintenance
- basic visitor facilities (backcountry campgrounds, alpine huts and trail shelters, and trails, including cross-country ski trails that are track set)

4. For leasehold areas outside community and townsite areas, leasehold limits generally define the boundaries of declared wilderness.

5. Zone II declared wilderness boundary criteria are defined by the following conventions:

- Except as otherwise indicated, the boundaries of the declared wilderness area for a park will be defined by the Park Management Plan and the boundaries of the park as defined in the *Canada National Parks Act*. Where ground surveys have verified the descriptions, the survey is indicated on the map.
  - Except as otherwise indicated, the boundary of the declared wilderness area will be 100 metres in perpendicular width off the centre line (200 metres total width) for any developed highway, roadway, and railway rights-of-way.
- Where the declared wilderness area is defined adjacent to more than one right of way, the corridor of land between the rights of way will not be defined as declared wilderness if narrow bands of land result.
- For utility and service corridors where restricted motorized access is permitted, the boundary of the declared wilderness areas is 25 metres in perpendicular width off the centre of the right of way.
- For instances where the water body forms the boundary of the park, the boundary of the declared wilderness area will be as specified in the park land description.
- For water bodies inside the park where public motorized craft are allowed, the declared wilderness area boundary is defined by the high water mark.

6. All maps will be marked "updated to..." with current date indicated.